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ANNUAL REPORT
OF THE
SUPERVISOR OF ADMINISTRATION.

1916.



BOSTON:
WRIGHT & POTTER PRINTING CO., STATE PRINTERS,
32 DERNE STREET.
1917.

some of the duties of this department are not described in the act establishing it but are merely enumerated by citing the statutes which originally placed the duties upon some other department and which must be consulted in order to learn the nature of the duties transferred to the Supervisor. For example, the Acts of 1902, 1910, 1912 and 1915 must be referred to, in addition to chapter 296, General Acts of 1916 in order to definitely learn the nature and scope of the work prescribed for the Supervisor's office.

Following the description of the department's powers and duties, a brief statement of the work performed and several recommendations for the consideration of the Legislature are presented.

Respectfully submitted,

CHARLES E. BURBANK,
Supervisor of Administration.

The Commonwealth of Massachusetts.

FIRST ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

NATURE AND SCOPE OF POWERS AND DUTIES.

The office of Supervisor of Administration is a staff agency for exercising supervision over certain activities of State departments, and for conducting investigations and studies into the organization and business methods of the State government. The work is to be performed for, and all reports and recommendations are to be rendered to, the Governor, Council and General Court. Some of the activities are undertaken on request of the Governor, Council or Legislature, and other activities are conducted on the initiative of the Supervisor, acting under authority vested in him by statute. The authority of the office to conduct investigations and studies extends to "every officer or board having charge of any department, institution or undertaking which receives an annual appropriation of money from the treasury of the commonwealth, including annual appropriations to be met by assessments." Under this provision, it appears that the Supervisor may be authorized to make studies into the work of the Legislature and judiciary. In view, however, of the constitutional and statutory powers of those two branches of government, and of their functions being wholly distinct from those of the executive division of government, the work of the Supervisor's office must be in practice limited to the consideration of the various departments, boards and institutions in the executive branch of the State government, unless a specific request were made by the General Court for an examination into some matter under its control or that of the courts.

The activities prescribed for this office by statute comprise four more or less distinct classes, namely, supervision over certain departmental activities, investigations into the management of individual departments, publication of a list of State officials and employees, and the making of constructive studies. The law does not group the department's activities into separate classes, but such an arrangement is here given in order to show clearly the nature of the different duties which this office must perform.

Supervisory Duties.

The Supervisor's office is vested with certain supervisory authority in connection with the following departmental activities:—

1. *Purchasing Methods.* — The statute establishing the Supervisor's office provides that he may, with the approval of the Council committee on finance, "designate a deputy to act as investigator of purchases who shall, under the direction of the supervisor investigate the method of purchasing all stores, supplies and materials used by the commonwealth or by any officer, board, bureau, commission, institution or department maintained or employed by the commonwealth. Such deputy shall report the results of his investigation with his recommendations to the supervisor who may, after a hearing before the governor and council given to the officials concerned, and with the approval of the governor and council, order changes made in the methods used in, and make rules and regulations, not inconsistent with law, governing the purchase of stores, supplies and materials in any or all of the offices, boards, bureaus, commissions, institutions and departments of the commonwealth. Copies of orders or rules and regulations so made shall be transmitted to the officials concerned. Any appointed official who fails to comply with an order, rule or regulation duly made under authority hereof may be removed by the governor with the advice and consent of the council."

Formerly the supervisor of accounts in the Auditor's office was authorized by law to inquire into the methods used by State departments and institutions in purchasing and handling stores, supplies and materials, and to report to the Auditor

such changes as the supervisor deemed wise. These powers and duties were transferred to the Supervisor of Administration by the statute creating his office.

2. *Examination of Departmental Publications.* — It is the duty of the Supervisor “to examine the annual reports and all special reports and other documents issued by or on behalf of the commonwealth by any public officer, board or commission,” excepting the reports of the officers of either branch of the General Court and of elected officials. The law authorizes this office to “define the form and extent” of the reports, “to determine the number of pages to which any such report may extend, and to determine whether it shall include maps, plans, photogravures, woodcuts or other illustrations.” The examination of reports was formerly the duty of the Board of Publication, and was transferred to the Supervisor upon the establishment of his office and the abolition of the Board of Publication by chapter 296, General Acts of 1916. An appeal from the Supervisor’s decision regarding any proposed publication may be taken to the Council committee on finance, whose decision shall be final.

The principal classes of printing which do not come within the scope of this office’s examination are the statute books, manual of the General Court, journals and all other legislative printing, ballots and other election printing, printed forms used by departments as work sheets in the conduct of their routine business, and the annual reports of elected officials. Expenditures for these classes constitute nearly two-thirds of the State’s printing bill.

3. *Approval of Measures for Preservation of State Records.* — Proposed measures for safeguarding the records of the Commonwealth must be approved by the Supervisor, before such measures shall be put into effect by the Commissioner of Public Records.

Departmental Investigations.

The statutes provide that the Supervisor’s office shall make certain investigations and reports which have to do with routine departmental administration and which may be briefly described as follows: —

1. Special examinations of any matter affecting the management or finances of any department or institution are made upon request of the Governor, the Council committee on finance, the Legislature or the ways and means committee of either branch. Similar examinations may be undertaken on the initiative of the Supervisor, under authority vested in him by statute. This class of work was required of the former Commission on Economy and Efficiency. The examinations here referred to have to do with the details of management in a single department, in contrast to those investigations or studies relating to broad and important subjects of administration, such as standardization of salaries, budget procedure, etc., which are described with the constructive studies prescribed for this department.

2. Reports on estimates for appropriations are made upon request of the General Court, the ways and means committee of either branch, the Governor, the Council or the Council committee on finance. This duty is a modification of that imposed upon the former Commission on Economy and Efficiency, which was required by statute to report on all appropriation estimates without being specifically requested.

Annual Publication of List of State Officials and Employees.

The publication annually on or before October 15 of a list of the officials and employees in the State service on July 1 (Public Document No. 90) has been transferred to the office of the Supervisor. Formerly this duty was imposed on the Governor and Council, and the list for 1916 was published under their jurisdiction, as the Supervisor's department was established too late to perform the work for this year.

Constructive Studies.

The study of certain administrative problems which are met with generally throughout the State service was transferred to the Supervisor's office upon the abolition of the Commission on Economy and Efficiency. The statute enumerates the following subjects for study:—

1. The laws governing the financial transactions of the Commonwealth.

2. Reorganization, consolidation or co-ordination of departments and institutions.

3. New methods of administration.

4. Classification of employees, and fixing maximum and minimum salaries.

5. Standardization of vacations.

6. Budget method of appropriating money.

The desirability of establishing a central purchasing agency or department is enumerated among the studies transferred from the Commission on Economy and Efficiency. The provision for such a study, however, has been practically superseded by the specific authorization for an investigation of purchasing methods set forth in the act creating this office.

Further provision for study of salaries was made by the General Court of 1916, which requested the Governor and Council "to undertake an examination of the salaries and compensations paid to officers and employees of the commonwealth and of the several counties thereof, exclusive of the department of legislation and persons in its immediate service." By a vote of the Council a special committee of three of its members was appointed to conduct the investigation requested by the General Court, and the Council also voted "that the Supervisor of Administration be authorized and requested to give the assistance of his department to the investigation as planned by this committee."

Special Investigations authorized by the General Court of 1916.

The following special investigations and duties were transferred from the Commission on Economy and Efficiency to the Supervisor's department: —

1. To report, with any recommendations deemed expedient, relative to the advisability of providing pensions for the needy blind (chapter 139, Resolves of 1916).

2. The Supervisor, as successor to the Commission on Economy and Efficiency, is a member, ex officio, of the special commission established by the General Court (chapter 106, Resolves of 1916) to investigate the subject of agricultural education as

conducted at the Massachusetts Agricultural College, and the development of the agricultural resources of the Commonwealth. This investigation has consumed a material amount of the Supervisor's time, but has not otherwise increased the work of his department.

WORK PERFORMED.

The first duty devolving on the Supervisor upon entering his position on Aug. 7, 1916, was the organization of his department in such a manner that it could successfully perform the new duties prescribed for it in addition to carrying on such work as was transferred from the former Commission on Economy and Efficiency. So far as practicable, the department has been organized into subdivisions each of which is charged with the conduct of a distinct class of work, as investigation of purchasing methods, examination of departmental publications and standardization of salaries. Each of these activities will extend through a long period, and consequently each subject has been assigned to persons who will specialize in it. Considerable time was required for organizing the staff, as there is a limited number of men with training and experience in the kind of work required of this department.

The work performed during the four and one-half months since the establishment of the department is briefly described in the following order: first, the supervisory duties in connection with purchasing and department publications; second, special investigations requested by the Governor and Council; third, standardization of salaries; and fourth, investigation relative to the advisability of providing pensions for the needy blind. In addition to carrying on these main classes of work the Supervisor and his assistants have devoted a material amount of time to informal conferences with departmental officials. In a few instances conferences were held in order to consider specific complaints and suggestions made to this department by citizens or department officials, and in each of these instances the Supervisor has met with gratifying cooperation from the State officials in correcting the conditions in question.

Purchasing Methods.

A study has been made of such statutes as relate to purchasing and of the provisions in the appropriation acts authorizing purchases. A careful survey of present conditions and needs, and of the methods now used in the individual departments and institutions, has been undertaken, and will be carried forward as rapidly as is practicable, but will consume a considerable period of time. Much preliminary work is necessary, since information regarding the methods in use in each department and institution must be collected and studied before any improvements or regulations can be proposed. In addition to studying existing conditions here, some time has been given to the consideration of the procedure followed elsewhere.

Examination of Departmental Publications.

From Aug. 7, 1916, when this department commenced its work, to December 31 the copy for 114 reports, bulletins, pamphlets, etc., has been submitted to this office for its approval for publication. The principal classes of these publications are as follows:—

1. Annual reports,	24
2. Special reports and bulletins,	58
3. Pamphlets of laws and regulations,	18
4. Contracts and miscellaneous forms,	7
5. Rosters and lists,	4
6. Illustrations for reports, text for which was approved by the Board of Publication,	3
Total,	114

Of the proposed publications submitted to this department 83 have been approved in the form in which submitted, 27 were changed by the departments preparing them as the result of suggestions made by this office, and 4 were not published because this office withheld its approval. The changes adopted upon recommendations made by this department included, among others, the following:—

1. Omission of material because of a question as to statutory authority for its publication.

2. Omission of material because it is also presented in some other publication of the State.

3. Omission of material because no useful purpose would be served by its publication.

4. Preparation of new draft of report or of some portion thereof in condensed form.

5. Reduction in number of illustrations.

6. Publication at less frequent intervals.

7. Adoption of less expensive covers.

8. Reduction in cost per copy of publications for which there is a constant demand, by publishing at one printing a sufficient number for at least a year's supply.

The number of volumes to be printed for any report in the public document series is outside the scope of this office's authority, since the law authorizes the maximum number of copies of each public document which may be printed, and also provides that the question of smaller editions shall be determined by the Secretary of the Commonwealth and the officials of the departments preparing the reports.

The examination of the State's publications has shown the need for a better-defined and a more nearly uniform policy as to the nature and scope of annual and special reports. Some study has been made of this subject, and it has been discussed with a number of department officials, but this office is not yet prepared, because of its being so recently organized, to propose a plan or policy to govern the nature and scope of reports.

This office appreciates that there are important factors involved in the publication of department reports in addition to that of expense, and yet it firmly believes that too little consideration has been given to the question of whether proposed publications will be worth their cost to the Commonwealth. With the great increase in the cost of paper, the question of volume of printing and therefore of expense has become of greater importance than ever before. As a result of suggestions made by this office during the last four and one-half months, much proposed printing has been eliminated at a considerable saving to the State in printing bills alone, not including the value of the paper saved as the result of reduc-

tions in quantity of printing. Of these savings, some were effected in annual or other periodic publications so that the result of the economy will be secured not only this year but also in the future. The department officials have shown a genuine desire to co-operate with this office in its efforts to eliminate printing which may be unnecessary and to improve the form of their publications. In addition to the savings made by this office, material reductions in printing expense have been secured by some departments which have condensed their reports upon their own initiative. It is the hope of this office to arouse a more widespread interest among officials in their reports, and to secure a consideration of the subject from the standpoint of the State as a whole as well as from that of the individual departments.

Special Investigations requested by the Governor and Council.

In response to requests from the Governor and Council this department has made investigations and submitted written reports on the following subjects:—

1. Request for a transfer from the appropriation for extraordinary expenses in order that the Board of Agriculture may continue the work of combating the white pine blister rust. Report submitted on Sept. 27, 1916. The investigation involved the (a) collection of facts as to the history and prevalence of the infestation in this State; (b) collection of information relative to work performed to date in combating the disease, an analysis of the Board of Agriculture's expenses, and consideration of its plans for future work; (c) conferences with State and Federal officials and other persons interested in suppression of the disease; and (d) attendance at a field conference and visits to infested areas. As a result of its investigation this office recommended the transfer of \$5,000, the amount which was requested by the Board of Agriculture, for the continuation of its work.

2. The compensation to be paid to the members of the Board of Parole for work performed by them as the Advisory Board of Pardons. Report submitted on Oct. 11, 1916. The scope of the investigation and the recommendation of this de-

partment are stated in the following extract from the summary of the Supervisor's report:—

In order to establish a basis for conclusions regarding the question at issue this department has consulted the reports and records of the two formerly existing Boards of Parole and the records and accounts of the present Board, has discussed the work of the Board with its present members and with members of the former Board of Parole for the State Prison and Massachusetts Reformatory, and has given the members of the present Board a hearing. After considering the conditions described in the statement submitted herewith we conclude that while the work of the Board of Parole continues on its present basis the chairman should be compensated for work on pardon cases at the rate of \$900, and each of the other two members at the rate of \$600, a year. If the present arrangement of the work of the Board should hereafter be changed, the compensation of its members should be revised accordingly.

3. Request for a transfer of \$1,500 from the appropriation for extraordinary expenses in order to continue the work of publication of the Province Laws. Report submitted on Nov. 1, 1916. In the investigation of this request information was collected concerning the statutory provisions governing the publication of the Province Laws, the work completed to date, status of the work yet to be performed, and the cost of the work to date. The conditions under which the work is being conducted were also considered. In its report to the Governor and Council this office recommended that the requested transfer from the appropriation for extraordinary expenses should not be granted because the request did not appear to come within the scope of that appropriation, but in the opinion of this office was a subject for legislative action. The report also referred to the statutory power of the Governor and Council over the publication of the Province Laws, and recommended that acting under that authority the Governor and Council should transfer the work to the department of the Secretary of the Commonwealth in order to insure constant supervision over the detailed work and to facilitate its early completion.

4. Request for a transfer from the appropriation for extraordinary expenses in order to pay for the printing of 2,000 additional copies of the House document commemorating the life and services of former Governor John D. Long. Report sub-

mitted on Nov. 1, 1916. Upon investigation it appeared that the proposed expenditure does not come within the class for which a transfer from the appropriation for extraordinary expenses may be made under the statutes, and accordingly it was recommended that the request should not be granted by the Governor and Council, but should be presented to the Legislature for its consideration.

5. Request from the Commissioner of Health for the approval of the Governor and Council to increase the salary of the director of the Division of Foods and Drugs in the Department of Health. Report submitted on Nov. 20, 1916. During its investigation this office prepared a detailed description of the activities of the Division of Foods and Drugs and of the duties and responsibilities of the director of that division. The findings and recommendation of this department are stated in the following extract from the summary of the Supervisor's report: —

The work of the Division of Foods and Drugs combines activities conducted by several independent units under the State Department of Health, and also involves certain new lines of work which are likely to be of considerable importance. A study of the work expected of the director of the division, and an investigation of salaries paid for similar work by the Federal government and by the city of Boston, indicate that the proposed increase in the salary attaching to the position will not bring it above the level of salaries usually paid for work of this kind. Mr. Lythgoe, the present director, appears to be qualified by training and by long experience in the State's service for the proper conduct of the duties of the position. This department, therefore, recommends that the proposed increase in the salary of the director of the Division of Foods and Drugs from \$3,000 to \$3,500 be granted.

Standardization of Salaries.

In response to a request of the Governor's Council the Supervisor has given "the assistance of his department to the investigation as planned" by the Council committee on standardization of salaries. Soon after its appointment in August, 1916, the committee prepared a list of 20 questions to be answered by or for each person holding a permanent or regularly established position in the State service, and a second set of questions to be answered by the head of each department or institution employing persons on temporary work. The

plan of investigation requires that a separate question sheet shall be filled out for each person holding a permanent position. As there are about 9,000 such positions in the State service, a large amount of detailed work is involved in the collection, verification, correction and analysis of the data relative to present employment conditions, including such subjects as rates of compensation, value of any allowance or benefits, as rooms and meals, description of duties in sufficient detail to indicate definitely the nature of work performed, hours of duty, vacation allowances, etc.

This office has performed the detailed work incident to the preparation and distribution of the committee's question sheets, and also has answered the numerous oral and written inquiries of the department officials concerning the preparation of replies to the questionnaire. The question sheets were distributed among all departments and institutions in the executive branch of the State government on October 25, with a request that replies be submitted to this office not later than December 1. On that date replies had been received, however, from only 45 of the 102 separate departments and institutions with paid employees. The officials and employees have shown a genuine desire to co-operate in this study, and the delay in the receipt of the returns was due to the time required for the preparation and verification of the detailed information which was requested.

So far as has been possible within the brief period since the receipt of the replies, and with the small force available for the work, this office has reviewed the returns and noted omissions and inaccuracies which must be followed up. Such work as has been performed comprises only a small part of that necessary merely for the collection of accurate information as to present condition. Not only must obvious omissions be supplied and inaccuracies be corrected, but even those replies which appear to be correct must be verified by agents or examiners from this office in order to insure that the questions have been correctly interpreted by the large number of State officials and employees who prepared the answers.

Although the collection of accurate information concerning all positions in the State service is in itself a large under-

taking, it is merely a beginning in the investigation in which this department has been asked to assist. The constructive work which must follow is an even greater task. Among other subjects this involves the preparation of an adequate plan of classification, a standard terminology to be used in naming the numerous positions, an appraisal of the value to the Commonwealth of the work involved in each position, methods to be utilized in putting into effect the proposed classification of positions with the new titles and compensation rates, and a plan for future administration which will insure that work assignments, appointments and promotions will be made in accordance with any plan which the Council and the Legislature may adopt.

Realizing the importance of the work which this department has been requested to perform in connection with the standardization of salaries, it appeared essential that definite arrangements should be made within this office to provide the organization necessary for the effective and uninterrupted prosecution of the work. Arrangements have been made for two members of this office's staff and a stenographer to be assigned to the standardization study, but the work is so great in quantity and is so involved in nature that a larger force is imperative, and the number of persons assigned to this work will be inadequate if restricted to such as may be employed from the regular appropriation for this office. Accordingly, a special appropriation has been requested to enable this department to employ such assistants as may be needed for the conduct of the standardization study in an effective manner. Moreover, the regular appropriation for this office is insufficient to meet all the expenses for printing and travel which must be incurred in the standardization investigation.

Since the Council is in charge of this investigation and will report to the Legislature, no description of existing conditions nor discussion of standardization principles is presented in this report.

Investigation relative to Pensions for Needy Blind.

The duty of making an investigation relative to the advisability of providing pensions for the needy blind was imposed on the Commission on Economy and Efficiency by chapter 139

of the Resolves of 1916, and was transferred to this office by the act establishing it. Information concerning methods of providing assistance for the blind in other States was collected by the Commission on Economy and Efficiency, and certain other preliminary work on this investigation had been performed when the Supervisor took up the duties of his office. To complete the investigation and to prepare a report for the Legislature has required, however, the greater part of the time of one member of the Supervisor's staff. Inasmuch as the results of this investigation will be presented in a special report to the Legislature, it is unnecessary to report on the subject at this time.

RECOMMENDATIONS.

In accordance with the statutory provisions governing the preparation of this report, I respectfully submit the following recommendations for the consideration of the General Court:—

1. In order to insure that the work of the department may be carried on expeditiously and without inconvenience, and to provide for contingencies which may arise, it appears desirable that the Supervisor's deputies should be authorized by statute to hold hearings, administer oaths to witnesses and to perform the duties of the Supervisor if he should be unable to perform them because of sickness, absence or other cause. Accordingly, I recommend that chapter 719 of the Acts of 1912 be amended by striking out section 9 and inserting a new section which will authorize the Supervisor's deputies to hold hearings and to administer oaths. I further recommend that section 2 of chapter 296 of the General Acts of 1916 be amended so that the deputies shall have authority to perform the Supervisor's duties in his absence.

2. In accordance with the provisions of the act establishing this department, the first deputy supervisor of administration has been designated to "investigate the method of purchasing all stores, supplies and materials used by the commonwealth or by any officer, board, bureau, commission, institution or department maintained or employed by the commonwealth." The term "stores, supplies and materials," as used in the statute, leaves some doubt as to the authority of this depart-

ment to investigate the methods of purchasing certain classes of articles which it is believed the Legislature intended to include within the scope of the investigation. In order to clarify the intent of the act, it is recommended that section 3 of chapter 296 of the General Acts of 1916 be amended so as to include "equipment" with "stores, supplies and materials."

3. Under section 6, chapter 296 of the General Acts of the year 1916, the duties formerly imposed upon the Governor and Council by chapter 268 of 1910, as amended by chapter 43 of the Acts of 1911, and by chapter 534 of the Acts of 1913 are transferred to this department. These duties require the publication of Public Document No. 90, which is a list of the officials and employees of the Commonwealth, published yearly to the number of 1,000 copies, and at a cost in 1915 of \$1,938.87 for printing, or approximately \$2 per copy, exclusive of the cost of paper and the unknown expense involved in the preparation of material. I am of the opinion that the information relative to officials and employees should be extended and compiled once a year in this department so as to constitute a continuing catalogue and history of State employees in the permanent service, which will be open to public inspection. I also recommend that the compilation be made to coincide with the fiscal year, *i.e.*, the data should be as of November 30 in place of July 1, as at present; that the caption "Date of Election or Appointment" should be "Date of Appointment or Qualification;" also, in order to maintain a history of each employee, that transfers, promotions, increases in salary and extra or additional compensation or its equivalent should appear in the compilation. I further recommend that the Legislature give serious consideration to the advisability of publishing Public Document No. 90 biennially or triennially, thus saving the printing and paper cost for the one or two years intervening, or of discontinuing the publication altogether, yet making provision for the annual compilation of the information in this department.

4. The Constitutional Convention will require information relative to the organization, finances, budget procedure and other subjects involved in the administration of the State gov-

ernment, and it could doubtless use to advantage a comprehensive handbook containing information similar to that presented in the report on the "Functions, Organization and Administration of the State Government." which was prepared by the former Commission on Economy and Efficiency. Not only is all data collected by the commission on file in this office, but additional information concerning the administration of the State government is now being collected. Because of the material on file in this office, and of the nature of the work now being conducted, it appears that data relative to the State government for the use of the Constitutional Convention could be furnished more readily by this department than by any other agency. Accordingly, it is suggested that the General Court consider the advisability of authorizing this department to prepare a report on the functions, organization, finances and administration of the State government. Such a report might well include information relative to the legislative and judicial branches instead of being restricted to the executive branch of the State government, as was the report prepared by the Commission on Economy and Efficiency. I am of the opinion that such a compilation of material as is here suggested should be specifically authorized by the General Court in order to guard against the duplication of work by two or more agencies.

5. I desire to call attention to the method used in financing the Armory Commission and the work under its control. The salaries and other expenses of that commission, the expense of repairing and furnishing armories, as well as the cost of armory construction, are now paid from thirty-year bonds, issued from time to time. This subject was discussed from the standpoint of administrative control and financial policy in the "Report on the Administration of State Revenues and Loans" submitted to the General Court of 1916 by the Commission on Economy and Efficiency. Not only for the reasons advanced in that report, but also because of the present policy of the Federal government towards the State militia, it seems to be important that new methods of financing the Armory Commission and its work should be adopted. Accordingly, I wish to call special attention to the recommendation in the "Report

on the Administration of State Revenues and Loans" (House Document No. 2225 of the year 1916) which proposed —

That the present sections of law authorizing the issue of armory bonds be repealed; that revenue appropriations be made for the salaries and expenses of the Armory Commission, for all repairs and replacements at armories, and for the purchase of all armory supplies and equipment. It is further recommended that the Armory Commissioners be required to submit estimates and plans for any new armories or other work which they may wish to recommend, and that the Legislature authorize specific revenue appropriations, or loans when justified by conditions, for such of the Armory Commission's recommendations as may be adopted.

Attention is also called to the draft of a bill which was appended to that report and which embodied the above recommendations. The report quoted above was referred to the General Court of 1917.

6. In view of the fact that the number of motor vehicles now owned by the Commonwealth is at least 150, and is steadily increasing, I recommend as a preventive measure against abuse, and as a means of following the activities of the machines, that the Legislature consider the advisability of establishing the identity of all State-owned vehicles by having them clearly marked "Property of the Commonwealth of Massachusetts," and by special distinctive number plates; also that each department and institution be required to keep such record of the use of motor vehicles in its possession as the Auditor may prescribe.

7. I recommend for the consideration of the Legislature that the Constitution of the Commonwealth be amended in so far as it provides for the taking of a census of inhabitants every ten years. The last State census was for the year 1915. The national government census, according to the Federal Constitution, is taken every ten years, the last being for 1910. It does not appear that the advantages accruing to the Commonwealth in taking a census five years after a Federal census warrant the expenditure of the large amounts necessary for this work. The sum of \$335,000 was appropriated for the State census of 1915. The redistricting of the House and Senate is based upon legal voters, and information concerning

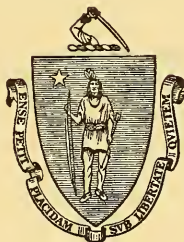
the number of them is now easily obtainable, and the United States census will serve almost all other purposes.

8. I recommend, in view of the extraordinary advance in the price of paper stock, that all of the departments of the Commonwealth give their most serious efforts to the elimination of waste of paper and paper stock. Great economy can be obtained by using a lower grade of paper in many instances, exercising a greater degree of individual care, by reduction in the amount of printing and by early consultation and co-operation with the director of publications in this department.

Bills to cover recommendations Nos. 1, 2, 3, 5 and 6 have been filed with the Secretary of the Commonwealth.

ANNUAL REPORT
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1917.



BOSTON:
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1918.

PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
SUPERVISOR OF ADMINISTRATION

The Commonwealth of Massachusetts.

STATE HOUSE, BOSTON, Dec. 1, 1917.

To His Excellency the Governor, the Council and the General Court.

In compliance with statutory requirements, I submit herewith the second annual report for the Department of the Supervisor of Administration for the financial year 1917, being for the first full year of its operation. I deem it unnecessary to reprint the duties and the scope of authority of the office, as this information is available in the annual report for the year 1916.

Respectfully submitted,

CHARLES E. BURBANK,

Supervisor of Administration.

The Commonwealth of Massachusetts.

SECOND ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

FINANCIAL SUMMARY.

The total amount appropriated by the Legislature for the operation of the department of the Supervisor of Administration for the year 1917 was \$51,000, apportioned in the following manner: —

For the maintenance of the department,	\$40,000
For the special investigation and report on salary standardization under the direction of the Governor and Council, . . .	10,000
For the special examination of the activities of the Commission for the Blind,	1,000

Of the sum of \$40,000 appropriated for the department's maintenance, there has been expended the net sum of \$32,567.44, leaving a balance of \$7,432.56, which has been returned to the treasury.

The request for the fiscal year 1918 is \$36,500, or a reduction from the total appropriated in 1917 of \$14,500. While the volume of work placed upon this department would justify a request for an increased appropriation, after consideration and discussion of all the new and unforeseen problems by which the State is confronted, the conclusion obtains that expenditures must be curtailed wherever possible and individual efficiency increased during the period of the war.

REPORTS.

In addition to the salary standardization study which is still under consideration, the department has made the following written reports for the year ending Nov. 30, 1917: —

To the Governor and Council on various matters, including salary increases, promotions, financial affairs of activities, motor vehicle transactions, etc.,	75
To the General Court on proposed legislation,	9
Such as —	
Report on the advisability of providing pensions for the needy blind.	
Report on the renewal of existing contract for publishing the Supreme Court decisions.	
Report relative to salaries of the Civil Service Commission.	
Report on providing for additional appropriation for completion of Wellesley extension of the high-level sewer.	
Report on House Bill No. 2016, relative to increasing the compensation of State employees.	
Report on proposals of the Massachusetts Agricultural College for new power plant equipment and steam transmission lines and for miscellaneous improvements.	
Report to the Commissioner of Public Records on protection of records in fireproof vaults,	1

In addition to the above written reports the department head and staff have, upon request, frequently appeared before and furnished information for many of the legislative committees and individual members.

The office of the Supervisor of Administration has remained practically intact the past year. The only change in the permanent personnel was occasioned by the resignation of the second deputy, Ernest H. Maling of Brookline, which became effective Jan. 1, 1917, and the appointment to the position of Carl A. Raymond of Melrose, formerly second deputy auditor of the Commonwealth, as of Feb. 14, 1917.

The office of Supervisor of Administration was created by chapter 296 of the General Acts of the year 1916. The powers and duties are defined in addition by Acts of the years of 1902, 1910, 1912 and 1915. Following recommendations contained in the annual report of this department for 1916, the General Court of 1917 has extended the scope of the work by the following enactments: —

Chapter 165 of the General Acts of 1917, under certain restrictions, allows the Supervisor, in the case of his absence or disability, to designate a deputy to act as supervisor, and authorizes deputies to conduct hearings and administer oaths.

The passage of this law has facilitated the performance of the statutory duties.

Chapter 138 of the General Acts of 1917 definitely extends the control of purchases by including "equipment" with "stores, supplies and materials." By this inclusion the purposes of the act are broadened and no opportunity for misinterpretation is afforded.

Chapter 217 of the General Acts of 1917 provides that the Supervisor of Administration shall exercise complete control over the material contained in and the publication of Public Document No. 90 — comprising the list of State officials and employees. The statute further provides that the document shall be published biennially instead of annually, saving in the cost of printing alone the sum of approximately \$2,000 every alternate year. According to the provisions of the law a continuing record of employees and officials must be kept in this office open to public inspection. In accordance with the statute the preparation of the document is now undertaken, and it will be published as required, by the 15th of April, 1918.

Chapter 219 of the General Acts of 1917 provides, in so far as it affects this office, for the control of the marking of motor vehicles owned by the Commonwealth. Under this chapter regulation No. 1, issued June 2, 1917, and approved by the Governor and Council, is self-explanatory.

MOTOR VEHICLE REGULATION No. 1.

Every motor vehicle, except motor cycles, shall be permanently marked on each outer side, on a part of the vehicle not readily removable and in a conspicuous place, with the words in plain easily read letters not less than one and one-half inches in height — "Commonwealth of Massachusetts," with the initials of the department, institution or commission in close proximity.

Every motor cycle shall be marked in a similar manner except that the inscription shall be "State of Mass." in letters not less than one inch in height.

Upon investigation it was obvious that the detail involved in the purchase and exchange of motor vehicles should pass through this office for review and consideration before the

transactions were finally completed, and upon the presentation to the Governor and Council of this recommendation, the following order was approved July 11, 1917:—

REGULATION TO GOVERN DEALINGS IN MOTOR VEHICLES FOR THE
COMMONWEALTH.

No State commission, board, department or institution shall purchase a motor vehicle or motor cycle with funds belonging to the Commonwealth, nor exchange, sell or otherwise dispose of a motor vehicle or motor cycle which is the property of the Commonwealth, unless it has, at least fifteen days prior to such transaction, filed complete information concerning the same with the Supervisor of Administration.

Statistics of Motor Vehicles, State-owned.

	Number of Autos.	Number of Motor Cycles.
<i>Department.</i>		
State Forest Commission,	2	—
State Forester's Department,	18	4
Commissioners on Fisheries and Game,	4	1
Highway Commission,	27	3
Metropolitan Park Commission,	29	39
Metropolitan Water and Sewerage Board,	20	—
Department of Weights and Measures,	4	—
District Police,	1	—
<i>Institutions under Board of Charity.</i>		
Massachusetts Hospital School,	3	—
Norfolk State Hospital,	4	—
State Farm,	4	—
State Infirmary,	11	—
Lakeville State Sanatorium,	1	—
North Reading State Sanatorium,	2	—
Rutland State Sanatorium,	3	—
Westfield State Sanatorium,	2	—
<i>Institutions under Commission on Mental Diseases.</i>		
Boston State Hospital,	3	—
Danvers State Hospital,	7	—
Foxborough State Hospital,	2	—
Gardner State Colony,	2	—
Grafton State Hospital,	4	—

Statistics of Motor Vehicles, State-owned — Concluded.

	Number of Autos.	Number of Motor Cycles.
<i>Institutions under Commission on Mental Diseases — Con.</i>		
Massachusetts School for the Feeble-Minded,	1	—
Medfield State Hospital,	2	—
Monson State Hospital,	2	—
Taunton State Hospital,	3	—
Westborough State Hospital,	3	—
Worcester State Hospital,	2	—
Wrentham State School,	2	—
<i>Institutions under the Bureau of Prisons.</i>		
Massachusetts Reformatory,	2	—
Prison Camp and Hospital,	1	—
State Prison,	2	—
Total,	173	47

ADDITIONAL LEGISLATION OF THE YEAR 1917 DIRECTLY AFFECTING THE DEPARTMENT OF THE SUPERVISOR OF ADMINISTRATION.

The Legislature has, in addition to the legislation which resulted from the recommendations of the preceding year, made the following enactments which affect more or less the work of this department:—

Chapter 278 of the General Acts of 1917 provides that copies of the estimates for appropriations shall be filed with this office for examination. Under this statute practically all of the financial operations of the State will pass under the scrutiny of the department regularly once a year, which will prove of great benefit in the preparation of any budget scheme, in addition to research or surveys requested by the executive or legislative branches.

Chapter 125 of the Resolves of the year 1917 delegates to this department the duty of investigating and reporting on the workings of the Commission for the Blind. The examination has been undertaken, and the report will be submitted to the Legislature by the second Wednesday in January, 1918, with such recommendations as seem advisable.

Chapter 128 of the Resolves of 1917 made the Supervisor of Administration a member of the committee to award a contract for the printing of the State for a term of one, three or five years. The contract has been awarded for a term of five years from July 1, 1917, to the Wright & Potter Printing Company of Boston, and is on file in the office of the Secretary of the Commonwealth. The contract is on practically the same basis as the one which has terminated.

Chapters 28 and 82 of the Resolves of 1917 extend until the second Wednesday in January, 1918, the time for the report provided by chapter 106 of the Resolves of the year 1917, for the completion of an investigation of agricultural education at the Massachusetts Agricultural College and the development of the agricultural resources of the Commonwealth. The Supervisor is a member of this Commission and has devoted a great deal of his time to the work, but the department as a department has not been involved in the study.

The passage of chapter 277 of the General Acts of the year 1917, a financial act that provides for the payment into the treasury of certain fees and receipts to be controlled and paid out only by appropriations, is admirable legislation so far as it goes, but to become the efficient agency tending toward the fundamentals of budget making, certain exemptions contained therein should be eliminated.

Reiteration of the sound financial policy is here made that so long as considerable amounts of revenue are expended without appropriation genuine budget procedure is retarded. When all expenditures for State activities are brought within the scope of appropriation acts, the fundamental step of budget reform will have been taken, and it is so recommended.

The Legislature of 1917 provided by joint order that the special recess committee on State budget and finance might avail itself of the service of the department of the Supervisor of Administration. The special committee has availed itself of the services of this department, particularly in the major questions involved, such as finance and budget studies, consolidation program and printing and publication detail.

EXAMINATION OF DEPARTMENTAL PUBLICATIONS.

It is the duty of the Supervisor "to examine the annual reports and all special reports and other documents issued by or on behalf of the commonwealth by any public officer, board or commission," excepting the reports of the officers of either branch of the General Court and of elected officials.

The principal classes of printing which do not come within the scope of this office's examination are: the statute books, Manual of the General Court, journals and all other legislative printing, ballots and other election printing, printed forms used by departments as work sheets in the conduct of their routine business, and the annual reports of elected officials. The expenditures for these classes of printing which do not come before this department for approval constitute approximately two-thirds of the State's printing bill.

During the fiscal year ending Nov. 30, 1917, the copy for 328 reports, bulletins, pamphlets, etc., has been submitted to this office to be approved for publication. These publications were made up of the following classes:—

Annual reports,	98
Special reports and bulletins,	121
Pamphlets of laws and regulations,	55
Rosters and lists,	25
Miscellaneous forms,	29
	<hr/>
	328

Of these proposed publications 277 were approved to be published in the form as submitted, 51 were changed and copy eliminated or condensed in accordance with suggestions made by this office, and 1 was not published because this office withheld its approval.

The number of volumes to be printed for any reports in the public document series is fixed by legislative enactment and is outside the scope of the authority of this department. The law, however, provides that a smaller edition than the quantity specified by law may be published by agreement between the Secretary of State and the officials of the department concerned.

Following the examination of proposed publications many conferences with officials of departments concerned have resulted. Oftentimes in discussing the advisability of printing certain copy in the annual reports, it has been brought out that the custom of continuing an established precedent has been responsible for the publishing of material year after year, the value of which did not justify the expenditure involved. In these conferences the various departments have in almost every instance shown a real spirit of co-operation and helpfulness.

Early in the work of this department along the lines of examination of publications, it was recognized that there was a distinct need of some more definite standard as to the scope and extent of both annual and special reports. In the continued study of this subject, after various conferences with officials of other departments there has been gradually evolved the general ruling that annual reports shall be a brief summary of the year's work of the department concerned, together with recommendations for the year to come. In some cases legislative enactments require definite details to be published with regard to the work of certain departments. In all cases where these details are not definitely required it is the opinion of this department that the annual report in particular shall not be made up of a mass of petty details and complicated tabulations, but rather be a concise review of the year's work, which will give to the members of the executive and legislative departments as well as to the average citizen of the Commonwealth a fairly comprehensive idea of that particular department's activities and aims.

Work of this nature has more than a temporary value, for the elimination of unnecessary copy in the report of this year means not only the saving for one year but for years to come. Suggestions which have meant a saving in preparation of copy as well as in paper and printing in one proposed publication have borne fruit again in the next publication of the same department.

Meanwhile this office is continually endeavoring to arouse a more widespread interest among officials in their reports, and to consider further possibilities in the way of condensation and

elimination of unnecessary or irrelevant matter. This is particularly important at times like the present, when the high price of paper stock makes all printing so much more expensive than in normal times.

BUDGET.

The conclusion is obvious that under our present Constitution the adoption of a strict executive budget is not possible. Any amendment to the Constitution ought to be based upon broad, general principles, inclusive enough to allow the legislative branch the opportunity to enact statutory law according to the desire of the people and to the needs of the time.

The proposition that the Executive of the Commonwealth should participate in the budget procedure to the extent that through adequate machinery furnished to him he should submit to the General Court a budget is sound, but such legislation should carry with it the constitutional right of the Executive to veto individual items in the budget bill as passed.

The yearly increasing amount which the Legislature is called upon to raise to cover the cost of State government demands the most serious consideration, and any changes which can be brought about to produce a better understanding and some general discussion on the part of the public would without question have a decided tendency towards economy in public expenditures.

The cost of State government has almost doubled in the last ten years, due to a variety of causes. New activities have been set up and new units for their control; old activities have been broadened in their scope and intensified; higher standards have been established. In cases of the care of the delinquents and dependent classes more social service work has been undertaken; methods of protecting the public health have been strengthened and new safeguards provided.

The leaders in this country who have devoted their energies to reform budgetary methods agree that the greatest safeguard against wasteful methods in public affairs is publicity. To encourage a more general interest in public financial methods we should simplify our statements of public expenditures where

possible, and, as a further means for protection, centralize control and fix responsibility on all occasions where opportunity presents itself. With so rapid an increase in expenditures it is true probably that waste and duplication of effort have resulted. The correction of such abuses, if they exist, depends primarily on an intelligent, loyal and energetic corps of employees working under the direction of managers carefully chosen on account of their experience and education in the fields to which they are assigned, and the co-ordination effected by a purchasing system or systems built upon systematic studies of the needs of the number of activities in which the State is engaged, to determine what things to buy, at what season, of what standard quality, in what quantity and in what geographical location, together with proper safeguards against misappropriation, wasteful use of things purchased and proper accounting.

A closer and more definite relationship between the Chief Executive of the Commonwealth and the legislative department is very desirable. The public expects the Governor to occupy a permanent place of leadership in deciding the financial as well as the other policies of the Commonwealth. It is not apparent that Massachusetts ideals of representative government would permit of any infringement or curtailing of the prerogatives of the legislative departments by the Executive. It does seem possible, however, by legislative enactment to accomplish advances along the lines of more definitely committing the Chief Executive to formulate the plans of a budget and submit the same to the Legislature with recommendations. Measures of this kind might very well be welcomed by the Legislature as assistance from the one undertaking the leadership and management of such affairs. This procedure should assist the Legislature in many questions relative to the regulation of appropriations for personal service as well as in the field of purchasing. At present considerable confusion exists with regard to the offering of adequate inducement by graduated increases in salaries and wages and the right kind of information concerning other needs of our controlling departments and institutions. Greater responsibility placed on the Governor undoubtedly requires the necessary agency for col-

lecting accurate information for his use in forming conclusions and as a basis for recommendations.

The conditions brought about by the war in which the country is now engaged demand very great sacrifices from all our citizens and we shall be fortunate if existing State activities can all be continued at the present standard. It seems imperative that no new or increased obligations except those made necessary by the war be assumed at this time.

STANDARDIZATION OF SALARIES.

Early in the year the Executive Council delegated to this department so much of the investigation of the standardization of salaries as referred to employees of the Commonwealth. The study has been carefully made and the resulting report with recommendations will be submitted to the Governor and Council.

The fundamental requirement of "salary standardization," which in our opinion is a misnomer, — it should be termed the "standardization and classification of the personal service of the Commonwealth," — rests upon this permanent basis: —

1. Classification of positions into groups and grades.
2. Standardization of specifications for positions.
3. Control over the first two in order to provide for interchanges, promotions and entrance into the service.
4. Salary rates and ranges, and vacation allowances, — a problem of the appropriating body.

Great stress is laid by the people affected upon the fourth requirement, whereas every student of government and business recognizes instantly that the importance of this problem demands the prior consideration of the first three. The only purpose of the insertion of this paragraph at this time is to crystallize all opinion upon the fundamentals, and not allow details to cloud and befog the main proposition. This department desires to record at this time its appreciation of the courtesy and co-operation rendered by the departments of the government, and also the direction and support of the committee of the Honorable Council.

PURCHASING CONTROL.

A comprehensive survey of the purchasing methods of the State has been made during the year past, despite the obstacles encountered, with great care being exercised not to embarrass or disturb the administering authorities. The study is nearing completion and the full report will be submitted during the present year. From the analysis of operations in this branch of State service the conclusion is obvious that the centralizing of the entire problem by the concentration of the direct purchasing power in one individual or office does not at this time appear feasible. The comparison of this branch of government with that of a great business corporation cannot be supported by practical operation under our present system of administration for practical, political and economic reasons. The installation of a central purchasing agent and staff, with the addition of the storehouse, distribution and accounting systems, would involve the Commonwealth in such a tremendous overhead expense that the saving obtained would not be material by comparison, while the administering machinery would of necessity be complicated.

The abuses under the present methods of purchase are grave, and without question serious enough to demand radical changes.

Supplies, materials and equipment are in many instances purchased, without regard to the condition of the appropriation, out of anticipated overlays of the financial year without specific authorization. Deficits for the financial year have been covered up by changes in the dating of bills, by dating bills ahead, forcing the payment into the succeeding year, by unnecessary exchanges of supplies, credits, and other practices that are reprehensible. The accounting systems are extremely poor and without value in many cases.

Conditions of this character are not segregated instances, but of frequent occurrence.

The centralized direct purchase having been carefully weighed and studied from all points of view, and found, in our opinion, impossible of successful operation as yet, it becomes the function of this department to recommend the machinery that will

best operate for the efficiency and economy of the purchasing problem.

The solution would be simple if the one hundred or more activities of the State were consolidated into nine or more bureaus, wherein responsibility was placed upon individuals and not distributed as at present so that it is indefinite. Whatever legislation is enacted must in the first instance provide for the placing of responsibility in all of the ramifications of the system in order to be efficient. Duties ought under the law to be assigned to specific individuals in the necessary transactions involved, and great care taken that the controlling agency in the final stage should be a control agency in the strictest sense of the word, and in no degree participating in the actual transactions.

A business corporation easily changes its procedure to meet existing conditions. The State can change its procedure only in accord with statute law, regardless of conditions, making a system that is inelastic and rigid.

The general scheme which appears practical is a consolidation of purchases in some branches, a stricter control in others, with a supervisory function, with power to regulate over all of the activities.

CONSOLIDATIONS.

The study of a consolidation of the hundred and more activities of the State would require a volume of reports to describe in detail the reasons and the evidence to prove that the commission form of government in supposed control is unwieldy, expensive, irresponsible, and does not argue in any degree for responsibility, efficiency or economy in State administration. As at present constituted it is overlapping and a duplication in a large measure, and the process of clarification is one of simplification. The reduction to not less than nine or more than fifteen departments is advisable.

Authorities on this problem are in accord with the opinion here stated that the saving in the overhead expense, while not of the first importance, would be considerable. The important results obtained would, however, be, simply and concisely stated: —

1. Responsibility definitely placed.
2. Efficiency easily produced.
3. Control by the Executive guaranteed.
4. Economy of expenditures.
5. Elimination of duplication of inspection and effort.

As the entire subject of the consolidation of State activities is under consideration by a special recess committee of the Legislature, it is deemed inopportune to discuss the proposition in this report. This department has been in frequent conference with the committee and has furnished such material and information as has been requested.

There can be and is no attempt made to discredit the ability or the capacity of the members of the unpaid boards of trustees of institutions as individuals. Their motives are not impugned, but in the last analysis accountability and responsible administration can be expected only when the administrators are devoting their time to the problems and are paid for so doing.

In conclusion, it seems advisable to call to your attention the desirability, when opportune, of the employment in some branch of present State activities of an architect with a training in general engineering.

This office is attempting to gather the detailed plans of all the properties owned and controlled by the Commonwealth. In our opinion there should be a continuing catalogue and record of this branch of State work for ready reference and for the benefit of all controlling and supervisory bodies. The authorities having control over building operations and financing frequently need the advice and co-operation of some competent person at a minimum of expense. A review of the amounts paid by the Commonwealth for plans and studies, used and not used, is overwhelming in the aggregate, and eventually this extraordinary charge must be eliminated.



ANNUAL REPORT

OF THE

SUPERVISOR OF ADMINISTRATION

1918



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS

32 DERNE STREET

1919

PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
SUPERVISOR OF ADMINISTRATION.

The Commonwealth of Massachusetts.

STATE HOUSE, Dec. 2, 1918.

To His Excellency the Governor, the Council and the General Court.

In compliance with statutory requirements I submit herewith the third annual report for the department of the Supervisor of Administration for the financial year 1918, being the second full year of its operation.

The duty devolves upon me, preliminary to the report of the activities of the department, to convey to you, and through you to the people of the Commonwealth, an appreciation of the great loss to the service of this State by the death of the Hon. Charles E. Burbank, Supervisor of Administration, after a two months' illness, upon March 4, 1918.

For the past year the work of the department has gone forward under the direction of the first deputy supervisor acting as Supervisor.

Respectfully submitted,

THOMAS W. WHITE,
Acting Supervisor of Administration.

The Commonwealth of Massachusetts.

THIRD ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

FINANCIAL SUMMARY.

The total amount appropriated by the Legislature for the operation of the department of the Supervisor of Administration for the year 1918 was \$49,000, apportioned in the following manner: —

For the maintenance of the department,	\$36,500
For special investigation and report on standardization of county employees paid by the State,	7,500
For preparation of the budget,	5,000

Of the \$36,500 appropriated for the department's maintenance, \$28,219.95 was expended, leaving a balance of \$8,280.05 to be turned into the treasury.

At the commencement of the financial year, Dec. 1, 1917, there was an unexpended balance from the special appropriation of 1916-17 of \$10,000 for standardization and equalization, amounting to \$1,285.85. On Feb. 1, 1918, this appropriation was practically exhausted, and the unexpended balance of \$23.85 was turned back into the treasury.

For the investigation of the Commission for the Blind, under chapter 376, Special Acts of 1917, there was appropriated \$1,000, of which amount there was expended \$483.58, leaving a balance of \$516.42, which was turned back into the treasury Jan. 15, 1918.

WORK PERFORMED.

The work performed during the past year in addition to the problems specifically set forth includes many conferences with departmental officials and employees, committees of organizations of varied character, citizens and individuals interested in

the work of the office, and also appearances before the committees of the Governor's Council and of the General Court on questions of policy and facts.

In addition to the report on salary standardization which was made to the Governor and Council, and which will be considered elsewhere in this report, the department has submitted the following reports during the fiscal year ending Nov. 30, 1918: —

Special reports to the Governor and Council, 10

Such as —

Report relative to an additional appropriation of \$10,000 to continue the work required by the Massachusetts military service loan act, under the direction of the State Treasurer.

Report relative to the bill of the Wright Wire Company for \$2,000 for material for the erection of a chain link fence at the State muster field.

Report relative to the compensation and expenses of the members of the War Emergency Industrial Commission.

Report relative to the commutation for maintenance of employees in the State institutions.

Report relative to the transfer of \$2,670 for furnishings and repairs to the house on the Bailey place purchased by the Trustees of the Massachusetts Training Schools.

Report relative to the transfer of \$3,752 from the appropriation for extraordinary expenses to the appropriation for the maintenance of the Industrial School for Girls.

Report relative to the transfer of \$550 from the appropriation for extraordinary expenses to the appropriation for the Board of Registration of Nurses for office supplies, etc.

Report relative to the maintenance of chief engineers in the institutions under the control of the Commission on Mental Diseases, and also touching upon the question of vacations.

Report relative to the request of the recess committee on Workmen's compensation for authority to travel to the cities of Albany, N. Y., and Harrisburg, Pa.

Report relative to deficiency in the maintenance account at the Rutland State Sanatorium, as follows: —

On Dec. 12, 1917, this department reported to the Governor and Council, and on Jan. 1, 1918, it reported to the Trustees of Hospitals for Consumptives, on the conditions at the Rutland State Sanatorium. This study of condition was undertaken in co-operation with the Auditor's office and the State Board of Charity, with the authorization

of His Excellency the Governor, and an examination of management was made in order to account for the large deficit incurred by that institution during the fiscal year 1917.

In his report the Supervisor estimated the deficit of 1917 as apparently \$38,081.64, which was largely the result of inefficient management, lack of discipline over patients, loose methods of conduct in the steward's office and branches under his authority, and lack of proper accounting for goods after purchase and delivery. The following recommendations were made to the Board of Trustees of Hospitals for Consumptives to apply at the Rutland State Sanatorium: —

1. The acceptance of the resignation of the steward.
2. The considering of the replacing of the head farmer by a competent person.
3. The transfer of the bookkeeper and his demotion as acting treasurer.
4. The transfer of the record clerk to other duties or to another institution. The installation of a female as record clerk for the women patients, and a male for the men patients might be considered.
5. The replacement of the baker because of incompetency.
6. The instruction of the storekeeper to the extent that he will recognize the duties and responsibilities of his position.
7. The installation by the present superintendent of a system of discipline and notification that it is his duty to keep to its highest efficiency the accounting system in all its branches, that is, the financial accounting, the purchase, storing and dietary accounting, and the farm accounting; also that the superintendent shall in the immediate future specify in writing to the personnel of his institution the limitations and responsibilities attached to each employee in charge of divisions.

In this report there was no criticism of the newly appointed superintendent, Dr. Emerson, who had taken charge of the institution while the investigation was being made.

In addition to the above, in response to requests from the Honorable Council, investigations have been made and reports submitted on applications for salary increases under chapter 2 of the General Acts of 1916, and also under chapter 605 of the Acts of 1914. In this connection the Supervisor of Administration has rendered to the Governor and Council 426 reports touching on salary increases involving 2,637 individuals.

Reports to the General Court, 6

Including —

Report on House Bill No. 287, authorizing the Treasurer and Receiver-General to appoint a second deputy. Submitted to the joint committee on public service.

Report on House Bill No. 200, relative to increases in salaries of certain employees, and additions to office staff of the Commissioner of State Aid and Pensions. Submitted to the committee on public service.

Report on House Bill No. 768, relative to the appointment by the sergeant-at-arms of an assistant clerk of the legislative document division.

Report on House Bill No. 228, relative to the employment of ten additional inspectors by the State Board of Labor and Industries. Submitted to the committee on public service.

Statement concerning the policy and management of the Massachusetts Agricultural College. Submitted to the committees on agriculture and education sitting jointly.

Report on the Commission for the Blind, as follows:—

On Jan. 9, 1918, the Supervisor of Administration, in accordance with the provisions of chapter 125 of the Resolves of the year 1917, submitted a report to the Honorable Senate and House of Representatives "on the workings of the Massachusetts Commission for the Blind, with a view to ascertaining what changes are necessary in order to insure a more comprehensive and efficient handling of the problems committed to said commission."

The following recommendation is quoted from the report, which was printed as Senate Document No. 246:—

The Supervisor of Administration recommends the creation of a Director of the Blind for the Commonwealth of Massachusetts, with an unpaid advisory council of five members, appointed for terms of three years, one of whom shall be a blind person. A reorganization of this character will work for the best interests of all the blind of the Commonwealth. It will centralize control and fix responsibility, and provide the machinery for solving the questions connected with the entire problem. The most vital need at this time is the placing of responsible representatives of the blind people in positions where they may be potent factors, which will give to the administering authorities the confidence and sympathy without which present distrust and suspicion cannot be eliminated.

The Director of the Blind and council so appointed should, with the co-operation of the State Board of Charity and other activities of the Commonwealth, prepare and main-

tain, as the fundamental prerequisite of the work, a register of the blind, which shall be a classification in all its details. It is recognized that, owing to the ramifications and the magnitude of the problem, the preparation of such a register must of necessity take time, but upon such a classification the consideration of the entire problem of relief, re-education and industrial training primarily rests.

The council for the Director of the Blind should advise on broad questions of policy, and be concerned with advisory functions only.

The Director of the Blind should be all that the term implies, that is, the chief executive and administrative officer in full charge of the department, but such an officer should co-ordinate the various agencies having dealings with the blind. He should act with the council in an expert capacity, and in addition he should be the guardian of the blind in their contact with various departments and commissions.

In accordance with this recommendation chapter 266 of the General Acts of 1918 established the office of the Director of the Blind with an unpaid advisory council of five members.

Report to the Trustees of the State Infirmary and State Farm.

On July 25, 1918, the department reported to the trustees of the State Infirmary and State Farm on the administration of the State Infirmary at Tewksbury. No attempt will be made to give the report in full at this time, but the following, which is quoted from the letter to the trustees accompanying the report, gives a brief summary of its contents:—

The report in detail indicates that in the main the prescribed system of requisitions and storeroom accounting for handling supplies has not been properly carried out, and that in consequence control of the purchasing and distribution of supplies to an extent that will safeguard against waste and misappropriation is almost completely lacking; the system therefore fails to accomplish the results intended.

Our general conclusion is that the institution can be operated much more efficiently and economically, but only after a thorough reorganization of its business side. We recommend that a business director be appointed with a salary according to his duties and responsibilities, to relieve the medical superintendent of all details of business and financial management, wherever this is possible

without direct and immediate interference with the medical side of the institution. In our opinion a competent business director would, by a proper organization in which responsibilities are properly placed upon the heads of the different departments, as the power plant, the farm, the domestic service, etc., and by making changes from time to time as weaknesses develop, perfect a system which would not only be efficient, but would show the actual cost of all articles produced and of maintaining the several units for different classes of patients, so that failures to produce results could be located.

The appointment of a business director will enable the superintendent to devote much of his time to the medical needs of his institution, and this is particularly desirable now, when the needs of the nation increasingly demand the greatest possible utilization of all members of the medical profession. Our recommendation, however, is not based upon this situation, but is believed to be supported by the requirements for putting affairs on a proper footing in normal times.

In preparing this report we have endeavored to make due allowance for the handicaps and difficulties under which the infirmary is laboring, and to suggest lines of action intended to eliminate some of these disadvantages; but their existence makes all the more imperative a well-devised and properly controlled organization to do the institution's work. It appears to us that such an organization could not fail to bring about greatly improved conditions at the State Infirmary, and thereby effect large savings to the satisfaction and credit of its management, and to the advantage of its inmates and the public.

LEGISLATION OF 1918 AFFECTING THIS DEPARTMENT.

Before describing the legislation of 1918 affecting this department, it may not be out of place to mention the nature and scope of the powers and the duties of the Supervisor of Administration. The office of the Supervisor of Administration is a staff agency for exercising supervision of certain activities of the State departments, and for conducting investigations and studies into the organization and business methods of the State government.

The office was created by chapter 296 of the General Acts of 1916. Inasmuch as it was the successor to the old Commission on Economy and Efficiency, as well as the old State Board of

Publication, it inherited certain powers and duties, as defined by the acts of the years 1902, 1910, 1912 and 1915. The scope of the work was also extended by chapters 138, 165, 217, 219 and 278 of the General Acts of the year 1917.

The General Court of 1918 passed the following acts, which either extended powers already given to the department, or definitely indicated lines of investigation to be undertaken by it, as follows:—

Chapter 175, General. — Chapter 175 places the distribution of case books and technical reports with the Secretary of the Commonwealth, and authorizes the sale of same at a sum equal at least to the estimated cost as determined by the Auditor. By this same act the Supervisor of Administration is authorized to determine when a report shall be considered a case book or technical report within the meaning of the act.

Chapter 189, General. — Chapter 189 deals with annual reports of State officers, departments, boards and institutions, and the following is quoted from the act: "Except for facts, or information specifically required by law, said reports shall be a brief summary of the year's work, together with recommendations for the succeeding year. They shall be numbered in a series, to be called public documents. The supervisor of administration shall designate the number of each report to be printed, and no additional copies shall be printed at the expense of the commonwealth." Comment on this legislation is made later on in the report under the heading "Examination of Departmental Publications."

Chapter 230, General. — Chapter 230 directs the Board of Education to establish a division for the training and instruction of soldiers disabled or diseased in the present war service of the United States, who are residents of this State at the time of their discharge, for the purpose of fitting them for employment in industries of the Commonwealth. The Supervisor was appointed by this act as one of an advisory board to the head of this division, to be appointed by the Board of Education. One meeting of those appointed to the board was held, and it was decided that action on the part of the board was inadvisable, as investigation showed that the national government was already covering the ground in a complete and com-

prehensive manner, and had already established a branch office in Boston for the very purpose intended by the act.

Chapter 244, General. — Chapter 244 of the General Acts of 1918 calls upon all officers, boards, departments, commissions, etc., to submit to the Supervisor of Administration, on or before October 15 of each year, estimates of their expenses for the forthcoming year, together with the details of the amounts appropriated and expended for the current year.

It also authorizes and directs the Supervisor to study same, and make such investigations as shall enable him to prepare a budget for the Governor, setting forth such recommendations as the Governor shall determine upon.

The Sixteenth Amendment to the Constitution, as accepted by the voters of the Commonwealth at the last State election, calls upon the Governor to prepare a budget, and submit same to the Legislature within three weeks of its convening. Provision is also made for the Governor to disapprove or reduce items or parts of items in any bill appropriating money.

Acting under statutory authority, and in accordance with the constitutional amendment, the Supervisor began, toward the close of the fiscal year just ended, the study of estimates as submitted, and will be prepared to submit same to the Governor for his assistance in preparing the budget for the General Court of 1919.

Chapter 228, General. — At the time of the making of the last annual report this department was just completing a study of the personal service of the Commonwealth, as requested by the Honorable Council, acting under chapter 94 of the Resolves of 1916. The result of this study was transmitted to the special committee of the Council, and was embodied by them in a report made to the Legislature, which was published as House Document No. 1175 of 1918.

Acting on the recommendations therein the Legislature enacted chapter 228 of the General Acts of 1918, providing for a classification by the Supervisor of Administration of "all appointive offices and positions in the government of the commonwealth, except those in the judicial and legislative branches, . . . subject to the approval of the governor and council, in

services, groups and grades according to the duties pertaining to each office or position.”

The same act provided for the method of granting salary increases, the creation of new positions and the like, under the provision of the so-called “budget law.” Acting under the said chapter, the Supervisor of Administration has substantially completed the classification therein directed, and will very shortly submit the classification specifications and rules of operation to the Governor and Council for their approval as provided in the act.

Chapter 290, General. — Chapter 290 requires any board, department or commission, having in charge a building operation, to file copies of preliminary studies, and reliable estimates of cost, with the Supervisor of Administration on or before the fifteenth day of October of the year preceding reference to the General Court with request for appropriation.

In accordance with this act the following plans and estimates have been submitted to the Supervisor: —

From the Bureau of Prisons, plans for remodeling the buildings at the Reformatory for Women at Sherborn.

From the trustees of the State Farm and Infirmary, plans for a domestic and storage building, and plans for coal-handling equipment at the State Infirmary at Tewksbury.

From the Trustees of Massachusetts Training Schools, plans for an addition to the storage building at the Industrial School for Girls at Lancaster.

From the Trustees of the Hospitals for Consumptives, plans for hospital buildings, for nurses’ dormitory, and for cottage for chief engineer at North Reading.

Chapter 64, Resolves. — Chapter 64 of the Resolves makes the Supervisor, ex officio, a member of the special commission on the treatment of delinquents and feeble-minded. This work has necessitated visitation, not only of this type of State institution, but also jails, houses of correction and training schools. The views of the Supervisor will be embodied in the report of the commission.

Chapter 72, Resolves. — Chapter 72 of the Resolves makes the Supervisor, ex officio, a member of the commission to investigate motor fees, and present method of registration. The

carrying out of this act has resulted in various hearings and conferences, and the results of these will be presented in a report to the Legislature, as directed by the act.

Chapter 73, Resolves. — Chapter 73 of the Resolves directs the Supervisor to investigate the efficiency of the State Board of Labor and Industries, the organization thereof, and the methods employed thereby, and in what respects the Board should be reorganized. In accordance with this resolve an investigation is in process at the time this report is written, and a report will be made to the General Court in January, as directed by the resolve.

Chapter 86, Resolves. — Chapter 86 of the Resolves of 1918 authorized and directed the Supervisor of Administration "to investigate the working conditions of the judicial and all other officials and employees, appointive or elective, of the commonwealth, except in the department of legislation, and the several counties thereof, other than those included in senate document number three hundred and seventy of the present year, and the duties of such officials and employees, and their salaries, fees, allowances and other compensations, and to report to the next general court on or before the fifteenth day of January," etc. The study thus authorized has been in process for a considerable time, and the results thereof will be submitted in a special report, as directed by the resolve.

MOTOR VEHICLES.

This office has two functions relating to State-owned motor vehicles, the first, provided by chapter 219 of the General Acts of 1917, being the control of the marking of such vehicles, while the second, under a regulation adopted in accordance with the authority granted by this department to make rules and regulations for purchasing, requires information about proposed transactions in any motor vehicles to be filed with this office at least fifteen days prior to the completion of such transactions.

The law governing the marking of motor vehicles provides that such vehicles shall be marked with the words "Commonwealth of Massachusetts," or in such other manner as may be approved by the Supervisor of Administration. In some in-

stances where motor vehicles were to be used in police work exemption from the requirement of lettering on the body of the vehicles has been granted, since such lettering might be unduly conspicuous and thus interfere with the work for which the vehicle is used. A special number plate required by law and furnished by the Highway Commission seems to be sufficient marking for such vehicles. One or more vehicles at each of the larger institutions for mental defectives are used for social service work and the conveyance of patients. Objection to lettering these vehicles was made on the ground that the purpose of their use would be rendered too obvious, — that relatives of patients might be embarrassed and the pursuit of escaped patients might be handicapped. This office therefore determined that such vehicles should be marked with a State seal instead of with the lettering. The use of certain cars operated by penal institutions in the pursuit of escaped prisoners and for other purposes made it seem desirable that a similar alternative be offered in the marking of these cars.

During the past year one application was granted for the use of number plates alone as a distinguishing marking. In this case the motor vehicle was to be used by the District Police for special work in the vicinity of Camp Devens. Applications to use the State seal as a distinguishing marking were received from eight institutions and covered eleven vehicles. The use of the seal for these vehicles at seven institutions was approved as follows: —

Boston State Hospital,	2
Grafton State Hospital,	1
Medfield State Hospital,	1
Northampton State Hospital,	1
State Infirmary,	1
Prison Camp and Hospital,	1
Massachusetts Reformatory,	1

Applications from two institutions covering three cars were disapproved, — Medfield State Hospital, 2, and Westborough State Hospital, 1.

During the year, in accordance with the regulation to govern dealings in motor vehicles, the department received and passed upon applications for the purchase and exchange of 102 vehicles.

The applications covered the purchase or exchange of 47 passenger cars, of which 20 new purchases and 16 exchanges were recommended, 10 were disapproved by this office, and 1 was disapproved by the Council, although recommended by this office. Applications were made for 24 trucks, of which 14 new purchases and 9 exchanges were approved, and 1 new purchase was disapproved by the Council. Applications to exchange 26 motor cycles were received, 9 of these being approved, while the other 17 were approved in the first instance, but disapproved on a second application, when it was found at the time of completing the purchases that the prices had advanced. Three purchases of new tractors were approved, one was disapproved by this office, and in one case the Council approved the purchase of a tractor of different make from the one recommended. The purchase of one touring car for which arrangements on a rental basis had been made prior to the adoption of the Council's order was completed during the year without reference to this office.

In most cases the cost of the vehicles purchased or acquired by exchange was less than \$2,000, a large proportion being Ford touring cars, runabouts or trucks. Of seven vehicles whose cost exceeded \$2,000 five were large trucks, one was an ambulance for the Metropolitan Park Commission, and one was a motor chemical fire apparatus for a State hospital.

The total number of motor vehicles reported to this office by departments and institutions at the end of the fiscal year was 263, of which 135 were passenger cars, 76 trucks, 4 tractors and 48 motor cycles.

PURCHASING AND HANDLING OF SUPPLIES.

The study of the purchasing and handling of supplies was continued during the year, with some interruptions due to the pressure of other work. The unsettled conditions prevailing in markets of all commodities has rendered impracticable the framing of rules and regulations to govern the action of departments and institutions in this field, so that no rules in addition to that governing the purchase of motor vehicles, adopted last year, have been proposed. The object of the work done has been to collect further information; the tabulation of prices has

been continued, and studies of production at institutions have been encouraged, with the object of stimulating such production, especially on institution farms, thus reducing the quantities of supplies to be purchased. Some attention has also been given to the adequacy of facilities for handling supplies and preparing food at certain institutions; information on this subject and on price movements is being applied to the preparation of the annual budget.

The study indicates that considerable economies and better service can be secured by centralizing the purchase and issue of office furniture, supplies and equipment in a bureau or division of an existing department, or one of those to be created under the provisions of the Nineteenth Amendment adopted at the last State election. A report on the purchasing and handling of these classes of articles is now being prepared, and will be submitted to the General Court during the month of January. The report will contain detailed recommendations and a bill designed to make them effective.

Consolidation of departments and centralization of the control of institutions will in themselves greatly simplify the problem of purchasing and distribution, so that a complete system of purchasing, or detailed regulations to govern it, can more satisfactorily be devised after the required change in organization has been effected. This consideration applies with special force to institutional purchasing, because, under the plan of consolidation proposed elsewhere in this report, administrative control of all large institutions will be exercised by a single authority. The number of departments purchasing engineering, construction and mechanical supplies will also be much reduced, but the nature of the articles themselves and the location of all main State offices in Boston evidently make the establishment and operation of a central supply office for furniture, office equipment and supplies so feasible under either present or prospective conditions that I believe such an office should be established as soon as possible, and shall present my plan accordingly.

PUBLIC DOCUMENT No. 90.

The Supervisor of Administration this year, for the first time, was called upon to compile Public Document No. 90, a list of the officials and employees of the Commonwealth, as directed by chapter 217 of the General Acts of 1917. This act provided that Public Document No. 90 should be published not later than the fifteenth day of April in the year 1918, and not later than the fifteenth day of April in each even numbered year thereafter.

The contents of this document was left almost entirely to the discretion of the Supervisor, and the act further provides that "the supervisor shall keep a record, open to public inspection, showing the name, residence, designation, rate of compensation and date of appointment or qualification of every such official and employee, and any increase in the rate of salary or compensation paid to him during the preceding fiscal year." The current number of Public Document No. 90 was considerably different in form and scope from the previous editions of this publication, and the number of pages was reduced in the present edition to 196 as against 312 in the next previous edition. This has effected a very material financial saving, and in no instance has any criticism of the present form or scope of this document been brought to the attention of this department.

EXAMINATION OF DEPARTMENTAL PUBLICATIONS.

In the act creating the department of the Supervisor of Administration, chapter 296 of the General Acts of 1916, the powers and duties of the old State Board of Publication were transferred to the Supervisor of Administration.

Thus it has been the duty of the Supervisor of Administration "to examine the annual reports, and all special reports, and other documents issued by or on behalf of the commonwealth by any public officer, board or commission," excepting the reports of the officers of either branch of the General Court, and of elected officers.

The examination and approval of the Supervisor does not extend to the statute books, manual of the General Court,

journals and all other legislative printing, ballots and other election printing, printed forms used by departments as work sheets in the conduct of their routine business, and the annual reports of the elected officers. The printing which does come before the Supervisor for approval constitutes about one-third of the printing of the State.

Under the heading of "Legislation of 1918 affecting this Department" reference has been made to chapter 176 which deals with the regulation and distribution of case books and technical reports, and chapter 189 which authorizes the Supervisor to designate the number of copies to be printed of each public document.

As most of the public documents for the year ending Nov. 30, 1917, had been approved before the legislation just referred to was enacted, there have been only a few opportunities for the Supervisor to exercise his new power of discretion as to the number of annual reports to be printed. In cases where the annual reports were submitted after the new legislation was in force, conferences were held with the officers or departments concerned, and in several cases a considerable reduction has been made in the number of copies to be printed. In some cases where it has been customary to bind an entire edition in cloth, it has been decided to bind part of the edition in paper covers, and reduce the number to be printed at the same time, and an additional saving has been made in this way. In the public documents for the year ending Nov. 30, 1918, it is probable that the total saving in the number of copies to be printed will be a big item.

During the fiscal year just ended the copy for 296 reports, bulletins, pamphlets, and so forth, has been submitted to this office to be approved for publication. These publications were made up of the following classes: —

Annual reports,	99
Special reports and bulletins,	101
Pamphlets of laws and regulations,	46
Rosters and lists,	23
Miscellaneous publications,	27
	<hr/>
	296

Of these proposed publications 192 were approved as presented, 101 were changed and copy eliminated or condensed in accordance with suggestions made by this office, and 3 were not published because approval was withheld.

It seems fitting to again call attention to the fact that since the inception of the office of Supervisor of Administration, a great deal of wasteful, or at least unnecessary, printing has been eliminated, and the result of the many conferences and rulings has resulted in more care and thoughtfulness on the part of those preparing copy for publication. It has also brought about a universal tendency to condense material offered for publication, and to eliminate material not bearing directly on the subject to be discussed or presented.

In the last two years carefulness and economy in the printing has meant savings of no small amount in the paper used, which in most cases does not appear on the bill presented to the department concerned, as it is furnished directly by the State. At the time this report is written the high prices of paper would indicate that the elimination of unnecessary printing will mean more in dollars and cents, in the paper bill, at least, than ever before.

RECOMMENDATIONS.

In accordance with the statutory provisions governing the preparation of this report I respectfully submit the following:—

1. In order to insure the proper operation of the constitutional amendment and statutory law authorizing a budget, and to provide for contingencies which may arise during the period of reconstruction following the war, it appears desirable that the amount of \$100,000, authorized by chapter 549 of the Acts of 1908 for the payment of extraordinary expenses, and for transfers made to cover deficiencies, should for this year be increased by the enactment of a resolve providing an additional \$50,000. Of the amount of \$100,000 appropriated for this purpose in 1918, but a balance of approximately \$7,500 remains.

2. From the standpoint of fiscal control, as clearly shown by the operation and application of the classification act, — namely, chapter 228 of the General Acts of the year 1918, — it is imperative that chapter 2 of the General Acts of 1916 be repealed, and that all increases should be approved by the

Supervisor of Administration, with the exception of those for positions within the managerial group, as defined in the specifications filed with the Governor's Council under the said chapter 228. In case of disagreement an appeal could be taken directly to the Governor and Council. In view of the budget procedure, both constitutional and statutory, the need of placing this burden upon the Executive branch has disappeared, and the problem has become one of interdepartmental regulation, as provided for in the bill to be submitted. The result would be greater efficiency and more equitable control and action.

Repeal of chapter 605 of the Acts of the year 1914 is also advocated, with the approval of the Civil Service Commission. Chapter 605 has not operated to the best advantage of the public service, as it conflicts with the full and successful operation of the classification act, chapter 228 of the year 1918. The adoption of rules and regulations under this classification act could more equitably govern the entire service, and would not be restricted to the particular classes of clerks and stenographers, nor would it have the added disadvantage of being based upon a more or less arbitrary, automatic increase system, which makes for an unsound and unscientific fiscal and control policy.

3. In view of the requirements of the budget, and the control afforded by chapter 228 of the General Acts of the year 1918, it appears that an injustice obtains by having statutory limitations control the salaries of the employees in the department of the Executive. It accordingly seems advisable to recommend a repeal of the statute, and a bill will be submitted for that purpose. The operation of said statutory control of the position has not been satisfactory to either the Executive or to this department.

4. The Nineteenth Amendment to the Constitution, adopted by the people in 1918, provides for a reduction from the 100 or more activities now managing the executive and administrative work of the Commonwealth to not more than 20, to be completed by January, 1921. Great care should be exercised in the various consolidations required in order not to establish a bureaucracy, yet it is the conclusion of this department that all

possible work should be done along this line the present year. As the amendment is mandatory no opposition to its requirements can be permitted.

The Supervisor offers to the General Court an outline to which great consideration has been given in a study of the past two years. A bill covering the reorganization of the Board of Labor and Industries will be submitted in a special report, and further bills on consolidation will be submitted from time to time. Exception is made to those officers serving directly under the Governor and Council, which would obviate the necessity of changing the status of either the military branch or this department.

The legislative department, including the sergeant-at-arms and compiler of changes in general laws, is exempted by the amendment, as is also the judicial, but apparently it does include the Executive branch.

A. Elected by the people.

1. Governor and Council.

Supervisor of Administration.

Adjutant-General.

Quartermaster-General.

Surgeon-General.

Bureau of War Records.

Armory Commission.

State Aid and Pensions.¹

} To be consolidated.

2. Secretary of the Commonwealth.

Commissioner of Public Records.

Collection of Motor Vehicles Fees and Registration (from Highway Commission).

Commissioner of Standards.

3. Treasurer and Receiver-General.

Board of Retirement.

4. Auditor of the Commonwealth.

5. Attorney-General.

Commission on Uniformity of Legislation.

B. Appointed by the Governor with the approval of the Council.

6. Department of Tax Commissioner and Commissioner of Corporations.

7. Department of Public Utilities.

Public Service Commission.

Board of Gas and Electric Light Commissioners.

¹ Or under Department of State Welfare, No. 16.

8. Department of Public Health.
Department of Health.
Trustees of Hospitals for Consumptives.
9. Department of Accounting, Banking and Insurance.
Insurance Commissioner.
Board of Appeal on Insurance Rates.
Bank Commissioner.
Trustees of General Insurance Guaranty Fund.
Supervisor of Loan Agencies.
Controller of County Accounts.
Division of Municipal Accounts (from Bureau of Statistics).
10. Department of Industrial Accidents.
Industrial Accident Board.
11. Department of Labor and Industry.
Board of Labor and Industries.
Board of Conciliation and Arbitration.
Minimum Wage Commission.
Division of Statistics of Manufactures (from Bureau of Statistics).
Division of Labor Statistics (from Bureau of Statistics).
Free Employment Agencies (from Bureau of Statistics).
Board of Boiler Rules.
Boiler and Building Inspection Department (from District Police).
State Examiners of Electricians.
12. Department of Education and Registration.
Board of Education.
Teachers' Retirement Board.
Trustees of Massachusetts Agricultural College.
Commissioners, Nautical Training School.
Trustees of State Library.
Board of Free Public Library Commissioners.
Bureau of Immigration.
Art Commission.
Board of Registration in Pharmacy.
Board of Registration in Dentistry.
Board of Registration in Medicine.
Board of Registration in Veterinary Medicine.
Board of Registration in Embalming.
Board of Registration for Nurses.
Board of Registration in Optometry.
Board of Registration in Chiropody.
13. Department of Public Works.
Highway Commission (fees and registration transferred to Secretary of State).
Commission on Waterways and Public Lands.
State Forest Commission.
State Forester.

- Homestead Commission.
- Commissioners of Wrecks.
- 14. Department of Agriculture.
 - Department of Agriculture.
 - Commissioner of Animal Industry.
 - Fish and Game Commission.
- 15. Department of Institutions.
 - Trustees' of State Farm and Infirmary.
 - Trustees of Massachusetts Training Schools.
 - Trustees of Norfolk State Hospital.
 - Trustees of Massachusetts Hospital School.
 - Commission on Mental Diseases.
 - Trustees of Worcester State Hospital.
 - Trustees of Boston State Hospital.
 - Trustees of Taunton State Hospital.
 - Trustees of Northampton State Hospital.
 - Trustees of Danvers State Hospital.
 - Trustees of Westborough State Hospital.
 - Trustees of Foxborough State Hospital.
 - Trustees of Medfield State Hospital.
 - Trustees of Grafton State Hospital.
 - Trustees of Gardner State Hospital.
 - Trustees of Monson State Hospital.
 - Trustees of Massachusetts School for the Feeble-minded.
 - Trustees of Wrentham State School.
 - Bureau of Prisons.
 - Penikese Hospital.
- 16. Department of State Welfare.
 - State Board of Charity.
 - State Aid and Pensions.¹
 - Commission for the Blind.
 - Firemen's Relief Fund Commission.
- 17. Department of Public Safety.
 - District Police.
 - Fire Prevention Commissioner.
- 18. Department of Civil Service.
 - Civil Service Commission.
- 19. Department of Metropolitan District.
 - Metropolitan Park Commission.
 - Metropolitan Water and Sewerage Board.
 - Surveyor General of Lumber.

The Commonwealth might well avail itself by statutory authorization of the services of the metropolitan police force as an adjunct to its Public Safety Department in time of riot or dispute.

¹ Or under Governor and Council, No. 1.

ANNUAL REPORT

OF THE

SUPERVISOR OF ADMINISTRATION

1919



BOSTON
WRIGHT & POTTER PRINTING CO., STATE PRINTERS
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1920

PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
SUPERVISOR OF ADMINISTRATION.

YXIA9811 210300
NOTIFICATION
ATTENTION

The Commonwealth of Massachusetts

STATE HOUSE, Dec. 1, 1919.

To His Excellency the Governor, the Council and the General Court.

In compliance with statutory requirements I submit herewith the fourth annual report for the department of the Supervisor of Administration for the financial year 1919, being the third full year of its operation.

Respectfully submitted,

THOMAS W. WHITE,
Supervisor of Administration.

The Commonwealth of Massachusetts

FOURTH ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

FINANCIAL SUMMARY.

The total amount appropriated by the Legislature for the operation of the department of the Supervisor of Administration for the year 1919 was \$35,900. Below is given a financial statement of the department for the fiscal year ending Nov. 30, 1919.

Personal Services.

Appropriation,	\$33,000 00
Expenditures for salaries and professional services,	24,543 87
Balance,	\$8,456 13

Other Expenses.

Appropriation,	\$2,900 00
Balance available brought forward from 1918 appropriation,	13 22
Total,	\$2,913 22

Expenditures: —

Travel,	\$284 49
Printing, supplies, telephone, postage,	2,455 44
Other expenses,	99 56
	2,839 49
Balance,	\$73 73

Investigation of the Compensation and Working Conditions of Officials and Employees of the Commonwealth and of the Several Counties thereof.

Balance from 1918,	\$5,390 61
Expenditures: —	
Personal services,	\$3,144 77
Other expenses,	111 89
	3,256 66
Balance,	\$2,133 95

WORK PERFORMED.

The work performed during the past year, in addition to the regular routine of the department and the specific problems referred to it for study and report, includes many conferences with departmental officials and employees, and committees of the Governor's Council and of the General Court, on a wide range of questions which had to deal, not only with facts and conditions, but also with matters of administrative policy and procedure.

A summary of the several reports made to the Governor's Council on salary increases is given farther on in the report. In addition to these there were reports on a variety of subjects given to the Governor and Council and to the General Court, as listed below.

Special reports to the Governor and Council, 22

The most important of these reports were as follows: —

Specifications and rules for classification of personal service of the Commonwealth.

Report relative to the construction of a brick chimney at the North Reading State Sanatorium.

Report on the Rutland State Sanatorium.

Report relative to the request of the trustees of the Norfolk State Hospital for authority to expend not exceeding \$400 for the continuation of certain repairs and improvements on the house of the superintendent.

Report relative to the investigation of the boys' camp at Lenox.

Report relative to the proper procedure for collecting the bills unpaid to the emergency health committee at the time when the Committee on Public Safety closed its business.

Report relative to the transfer of funds from the appropriation of 1916, chapter 160, for the development of the school for feeble-minded at Belchertown.

Report relative to the reimbursement of Albert F. Hayden and Leland Powers on account of the explosion of bombs which damaged their property.

Report relative to a fire in one of the farm buildings at the Taunton State Hospital.

Report relative to reimbursement of five members of the boiler inspection department for loss of clothing while on special duty.

Report relative to the trustees of the Norfolk State Hospital transferring \$3,062.60 for the contingent fund for various purposes.

Report relative to the transfer of funds from the appropriation

authorized by chapter 549 of the Acts of 1908 to cover a deficit in the moneys provided for salaries of judges, registers and assistant registers of probate.

Report relative to the request of the Massachusetts Agricultural College for travel for various members of their faculty to certain meetings.

Report relative to the bills submitted for payment from the emergency funds for expenses of the influenza epidemic of last year by Dr. Kelley, Commissioner of Health.

Report relative to the transfer of \$7,000 to the appropriation for maintenance of the Lowell Textile School.

Report relative to the transfer of \$8,550 from the appropriation made for extraordinary expenses to the Adjutant-General's department, military accounts.

Report relative to a transfer to the appropriation for expenses of holding primary elections and incidental expenses of the Secretary of State's office.

Report relative to the allotment for finishing and remodeling a house at Belchertown, Commission on Mental Diseases.

Report relative to transfers of appropriations for maintenance of boarding halls at Hyannis, North Adams and Worcester Normal Schools.

Reports to the Legislature, 12

Including —

Report relative to the Board of Labor and Industries.

Report relative to the delay in printing and publishing the Blue Book.

Report on the purchasing and distribution of office furniture, supplies and equipment.

An Act to abolish the office of Commissioner of Standards and to transfer his duties to the Secretary of the Commonwealth.

An act to establish the Department of Agriculture.

An act to establish the Department of Public Works.

An act to establish the Department of Public Utilities.

Report relative to the investigation of the compensation and working conditions of officials and employees of the Commonwealth and of the several counties thereof.

Second supplementary report on the consolidation of State departments, boards, offices and institutions.

Third supplementary report on the consolidation of State departments, boards, offices and institutions.

Report regarding the unusual delay now being experienced in the printing of bills and other documents pending in the General Court.

Report on the conduct, methods and practices of the Civil Service Commission in accordance with the order of the General Court adopted March 11, 1919.

LEGISLATIVE ENACTMENTS OF 1919 AFFECTING THIS DEPARTMENT.

Chapter 320 of the General Acts of 1919 took from the Governor and Council the approval of salaries for positions other than executive and managerial, and placed it within the jurisdiction of this office, subject to appeal to the Governor and Council. Discussion of this act is given farther on in this report under the subject, "Personal Service."

Chapter 223 of the General Acts of 1919 provided for a commission to investigate the judicature of the Commonwealth, and authorized said commission to avail itself of the services of the Supervisor of Administration.

Chapter 48 of the Resolves of 1919 provided that the Director of the Commission for the Blind, the secretary of the State Board of Charity and the Supervisor of Administration constitute a special commission to investigate and consider all matters relative to the registration, care and relief of blind persons in the Commonwealth, and such other matters relative to said persons as the said special commission may deem pertinent to this inquiry. In accordance with this resolve the special commission made investigations on the subjects intrusted to them, and a special report will be made to the incoming General Court with regard to same.

Chapter 64 of the Resolves of 1919 directed the Supervisor of Administration to make a study of the requirements of the Soldiers' Home in Massachusetts in respect to new construction and other measures necessary to reduce the danger of fire at that institution. The Supervisor was also directed to report to the General Court his conclusions and recommendations, including recommendations for a permanent building program for said institution, indicating in what order the several buildings or parts of buildings should be constructed or reconstructed, and submitting estimates of the cost thereof. In accordance with this resolve the Supervisor has made a study of the requirements of the Soldiers' Home, and will submit to the Legislature a report with plans and estimates.

COUNTY INVESTIGATION.

At the time of publication of the last annual report this department was engaged, as required by chapter 86 of the Resolves of 1918, in a study of salaries in the county service and in judicial and semi-judicial positions. This study was completed early in the session of 1919, and an exhaustive report was filed with the General Court.

As a result of this report and bills filed therewith the General Court enacted legislation which cleared up the rather muddled question of salaries on these lines, and which it is hoped will make unnecessary the large number of salary bills which have annually appeared.

Broadly speaking, the basis of all these bills was a population standard, and on this basis a regular range of salaries was established for each kind of position, which range is to be re-adjusted after each State and national census, as population returns are available. In this way salary changes will automatically be adjusted as business increases.

Following is a list of officials affected by the above-mentioned laws: —

1. Judges, registers and assistant registers of probate.
2. Clerks and assistant clerks of court.
3. Registers and assistant registers of deeds and assistant recorders of the Land Court.
4. County treasurers.
5. Sheriffs.
6. Justices, clerks and assistant clerks of police, district and municipal courts.
7. Various officials of Suffolk County.
8. Court stenographers.

In addition, the General Court adopted the recommendation for the appointment of a Judicature Commission, which has been appointed, has made a partial report, and is still carrying on its important work.

The General Court also made permanent chapter 260 of the General Acts of 1918, making provision for a 10 per cent increase in salary for certain judicial and county employees.

BUDGET.

In accordance with Chapter 244 of the General Acts of 1918, the various offices, boards, departments, commissions, etc., of the Commonwealth submitted to this office, on October 15 of the current year, estimates of their expenses for the forthcoming year, together with details of the amounts appropriated and expended for the current year.

Acting under the statutory authority, and in accordance with the constitutional amendment, the Supervisor began, toward the close of the fiscal year just ended, the study of estimates as submitted, and will be prepared to submit same to the Governor for his assistance in preparing the budget for the General Court of 1920.

PLANS FOR BUILDING OPERATIONS.

Chapter 290 of the General Acts of 1918 requires any board, department or commission, having in charge a building operation, to file copies of preliminary studies, and reliable estimates of cost, with the Supervisor of Administration on or before the fifteenth day of October of the year preceding reference to the General Court, with request for appropriation.

In accordance with this act the following plans and estimates have been submitted to the Supervisor:—

From the trustees of the Massachusetts Training Schools, plans for house, kitchen and laundry at the Lyman School for Boys at Westborough.

From the Armory Commission, plans for alterations in armory for mounted troops, Commonwealth Avenue.

From the trustees of the State Infirmary, plans for children's building, for women's hospital building, for new domestic building and for coal-handling equipment, at Tewksbury.

From the Bureau of Prisons, plans for carpenter shop and root cellar for the Reformatory for Women at Sherborn.

From the trustees of the Foxborough State Hospital, plans for a farm building, for an administration building and for male ward building at Foxborough.

From the trustees of the Taunton State Hospital, plans for addition and changes to power house at Taunton.

From the trustees of the Boston State Hospital, plans for administration building and a reception building at Boston.

From the trustees of the Westborough State Hospital, plans for renovation of male wards, and plans for railroad to power plant at Westborough.

From the trustees of the Massachusetts School for the Feeble-minded, plans for recreation and assembly building and for a shed at Templeton; plans for a vegetable cellar and shed at Waverley.

From the State Department of Health, plans for a building for State laboratories.

From the trustees of the Worcester State Hospital, plans for laundry building, water supply main, additions and alterations to kitchen, and additions and alterations to laundry at Worcester.

From the trustees of the Gardner State Colony, plans for employees' cottage.

From the trustees of the Danvers State Hospital, plans for a heating and lighting plant, and plans for house, type A, at Danvers.

From the trustees of the Wrentham State School, plans for assembly hall, for a branch railroad, for an industrial building and for a storehouse at Wrentham.

From the trustees of the Medfield State Hospital, plans for dining room and kitchen at Medfield.

From the Trustees of the Hospitals for Consumptives, plans for a superintendent's cottage, for alterations on barn and additions to farmhouse and dormitory at Westfield; plans for an employees' cottage, for alterations of pavilion and for fire protection at North Reading; plans for nurses' home at Rutland State Sanatorium.

PERSONAL SERVICE.

Chapter 228 of the General Acts of 1918 provided for the classification of employees of the Commonwealth by services, groups and grades, and provided for the promulgation of rules, subject to the approval of the Governor and Council, for the operation of this law. This act united the salary control of the Commonwealth closely with the budgetary procedure, and experience demonstrated the necessity of changing certain other laws relative to salary control, which resulted in the passage of chapter 320 of the General Acts of 1919. By this act approval of salaries for positions other than executive and managerial was taken from the Governor and Council and placed within the jurisdiction of this office, subject to appeal to the Governor and Council.

Chapter 605 of the Acts of 1914, which provided for automatic increases and statutory entrance rates for clerks and stenographers, was also repealed, and salaries for such employees were made entirely subject to the so-called budgetary

procedure. During the year up to October 15, when chapter 320 of the General Acts of 1919 took effect, this department rendered to the Governor and Council 294 reports touching on salary increases and involving proposals for salary changes for 4,450 employees. Since October 15, this department has passed on more than 2,000 cases of proposed salary adjustments, making a total for the year of between 6,000 and 7,000 cases.

Chapter 217 of the General Acts of 1917 is an act which provides for the publication of lists of State officials and employees with their salaries or compensations. This act requires, among other things, that the Supervisor of Administration "shall keep a record, open to public inspection, showing the name, residence, designation, rate of compensation and date of appointment or qualification of every such official and employee, and any increase in the rate of salary or compensation paid to him during the preceding fiscal year."

Under the provisions of this law and of chapter 228 of the General Acts of 1918, and chapter 320 of the General Acts of 1919, this department has installed a continuing card file with cross index, setting forth the above data in proper form. The compilation of this file, including the checking and classification of all pay rolls, has been a task which involved a consideration of some 10,000 cases, and was further complicated by the fact that during the process of this compilation the labor turnover was higher than at almost any period of the history of the Commonwealth, due to the attractive salaries in many outside positions as compared with salaries paid by the Commonwealth. This labor turnover naturally involved continual changes of the card records, even while they were being compiled, and therefore the files as to departmental employees were not entirely completed until substantially the end of the fiscal year. Files for normal schools and the institutional service are nearly completed, and are in process of careful revision and check. The procedure is so simplified that these records will be kept in permanent form, and will be accurately checked at regular intervals.

REORGANIZATION AND CONSOLIDATION OF DEPARTMENTS.

The most important recommendation made by this office in its last annual report was that, in conformity with the Sixty-sixth Amendment to the Constitution, adopted at the State election in 1918, the executive and administrative departments, including the institutions under their control or supervision, should be consolidated into 19 departments, and that this should be done during the session of the General Court which was about to begin at that time.

When these recommendations were filed this office was preparing a report on the State Board of Labor and Industries as required by chapter 73 of the Resolves of 1918. Believing that the Board was one of those which should be consolidated with other departments, and the new department organized on a somewhat different basis, this office recommended in its report, under the resolve in question, that a new Department of Labor and Industries should be established to supersede, not only the existing Board, but the Board of Conciliation and Arbitration, the Minimum Wage Commission, parts of the Bureau of Statistics, the Boiler and Building Inspection Departments of the District Police, the Board of Boiler Rules and the State Examiners of Electricians. This report, House Document No. 1017, was followed by three reports on the consolidation of departments (House Documents Nos. 1357, 1414 and 1430). Before the last of these was filed a resolve was passed by the Legislature requiring this department to make a study of the Civil Service Commission, and to report before the end of the session. The study was made as ordered, and the resulting report was filed with the Legislature on April 29 (House Document No. 1665). This report made recommendations both for reorganizing the commission and for amending the civil service law. The parts relating to the reorganization of the commission were adopted in the main by the Legislature, and incorporated in the consolidation act. The parts affecting the civil service law were taken up as a separate bill, but not acted upon during the session, the bill being referred to the next General Court.

The five reports just described followed the plan proposed in the annual report of this office, both as to the organization

and the names of the proposed new departments, and, together with the recommendations in the annual report and the report on the purchase and distribution of office furniture, supplies and equipment (House Document No. 1358), comprised a detailed program for the reorganization and consolidation of the administrative activities of the Commonwealth. A considerable number of other bills relating to the consolidation of departments were also filed with the General Court, but with one or two exceptions each of these would have affected only one or two departments, and in some cases only a part of a single department. The principal bill, incorporating a plan for a general reorganization, provided for a grouping of the existing departments under the supervision of new officers rather than for a thoroughgoing consolidation in which unessential departments and officials would be eliminated. These bills and the reports of this department were referred to the joint committee on administration and commissions, which held many hearings and conferences with interested persons, including State officials, representatives of various public organizations and individuals, the Supervisor being present by invitation of the committee at almost all these meetings. After much discussion it was decided to present the reorganization plan as a single bill, and in the drafting of this bill the Supervisor was almost constantly called upon for advice and assistance. The bill (House Document No. 1830) was reported to the House, then was referred to the committee on ways and means, which also held hearings, and, after further discussion in both Houses and the preparation of a redraft (House Document No. 1900), was passed and signed by the Governor, July 23, 1919 (chapter 350, General Acts of 1919).

In urging the reorganization and consolidation of departments before the Constitutional Convention and several sessions of the General Court, the Supervisor was actuated by the conviction that the numerous departments, boards, commissions, offices and other administrative units then existing made the State administration irresponsible, unwieldy and unnecessarily expensive, and that the number of these administrative units led to misunderstanding and ignorance of their powers and duties, with consequent overlapping and duplication in their activities

in some instances and lack of authority or failure to act in others. The only way to remedy many of these difficulties was to simplify the organization in order to bring it under control, and make the responsibility for results so definite as to be inescapable. In presenting his reports on the subject, and in discussing various phases of consolidation before committees and with members of the General Court, the Supervisor's aim was always to secure —

1. The definite placing of responsibility.
2. Assured control by the executive.
3. Increased efficiency.
4. Economy in expenditures.
5. Elimination of duplication in inspections and other lines of work.

It would be presumptuous and unjust to suggest that the consolidation act was the definite program of this department, because other bills presented, and particularly the conscientious and arduous labors of the members of the committee on administration and commissions, were most important factors in the accomplishment of the results secured. It is not unfair to assume, however, that the outline and detailed bills presented by this office, together with the advice and suggestions which it could properly offer as a result of its long study of the subject, served in considerable measure as a basis for the committee's work.

A comparison between the plan for consolidation presented by the Supervisor in his last annual report and the plan adopted by the General Court in chapter 350 may be of some interest. The consolidated departments as proposed by the Supervisor and as established by law are as follows: —

DEPARTMENTS PROPOSED BY SUPERVISOR.

1. Governor and Council: —
 Supervisor of Administration.
 Superintendent of Buildings.
 Adjutant-General.
 Chief quartermaster.
 Chief surgeon.
 Bureau of War Records.
 Armory Commission.
 Commissioner of State Aid and Pensions.
2. Secretary of the Commonwealth.
3. Treasurer and Receiver-General.
4. Auditor of the Commonwealth.
5. Attorney-General.
6. Department of Taxation and Corporations.
7. Department of Public Utilities.
8. Department of Public Health.
9. Department of Accounting, Banking and Insurance.
10. Department of Industrial Accidents.
11. Department of Labor and Industries.
12. Department of Education and Registration.
13. Department of Public Works.
14. Department of Agriculture.
15. Department of Institutions.
16. Department of Public Welfare.
17. Department of Public Safety.
18. Department of Civil Service.
19. Department of the Metropolitan District.

DEPARTMENTS ESTABLISHED BY CHAPTER 350, GENERAL ACTS OF 1919.

1. Governor and Council: —
 Supervisor of Administration.
 Superintendent of Buildings.
 Adjutant-General.
 Chief quartermaster.
 Chief surgeon.
 Bureau of War Records.
 Armory Commission.
 Commissioner of State Aid and Pensions.
 Art Commission.
 Ballot Law Commission.
 Board of Appeal from Decisions of the Tax Commissioner.
 Commissioners on Uniform State Laws.
 Trustees of the State Library.
2. Secretary of the Commonwealth.
3. Treasurer and Receiver-General.
4. Auditor of the Commonwealth.
5. Attorney-General.
6. Department of Corporations and Taxation.
7. Department of Public Utilities.
8. Department of Public Health.
9. Department of Banking and Insurance.
10. Department of Industrial Accidents.
11. Department of Labor and Industries.
12. Department of Education.
13. Department of Public Works.
14. Department of Agriculture.
15. Department of Conservation.
16. Department of Mental Diseases.
17. Department of Correction.
18. Department of Public Welfare.
19. Department of Public Safety.
20. Department of Civil Service and Registration.
21. Metropolitan District Commission.

Some of the principal differences between the Supervisor's proposals and the act as approved are the increase in the number of departments, brought about by the establishment of two departments not proposed by the Supervisor, and the different arrangement of the functions under the departments established; for example, instead of a Department of Accounting, Banking and Insurance, the accounting functions are given to the Department of Corporations and Taxation. The Boiler and Building Inspection Departments of the District Police, with the Board of Boiler Rules, are left in the Department of Public Safety instead of being transferred to the Department of Labor and Industries. The boards of registration are combined with civil service instead of being placed under education. The

State Forester and the State Forest Commission are combined with the Commissioners on Fisheries and Game and the Department of Animal Industry in a new Department of Conservation, instead of being included under Public Works and Agriculture. Instead of concentrating all institutions under a single control department, the three previously existing control departments are retained, but certain of the institutions formerly supervised by the State Board of Charity are transferred to the Department of Health and the Commission on Mental Diseases. The result is the establishment of the Department of Mental Diseases, the Department of Correction and the Department of Public Welfare, each retaining supervisory powers over certain institutions. Other differences are mainly in details and are of minor importance.

The Consolidation act provided that new appointments under it might be made on or after the fifteenth day of November, and that other provisions should take effect on the first day of December, 1919. Nominations of the heads of departments under the act had been submitted to the Council by the Governor before the end of November, but had not been confirmed.

I believe that the passage of the consolidation act is a very important step toward the success of the effort to place the government of Massachusetts on a more businesslike and effective basis, and that this step is little, if any, less important than that taken by the adoption of a constitutional budget. If the reorganization proves partially ineffective in operation, its deficiencies will be more easily remedied because their nature and the reasons for them can be readily determined. In the main, however, I am convinced that the operation of the State government will be more responsible, more flexible, more rapid and otherwise more effective in its new form.

EXAMINATION OF DEPARTMENTAL PUBLICATIONS.

During the fiscal year which ended Nov. 30, 1919, the copy for 394 reports, bulletins, pamphlets, etc., has been submitted to this office for approval before publication. These publications were made up of the following classes: —

Annual reports,	102
Special reports and bulletins,	160
Pamphlets of laws and regulations,	55
Rosters and lists,	19
Miscellaneous publications,	58

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Since the creation of this department the policy of elimination of unnecessary material in the way of text and illustration has become so firmly established and so thoroughly understood and accepted by the various departments of the Commonwealth that the copy for reports and bulletins has been very thoroughly boiled down before it has been submitted. In some of the annual reports submitted it has been necessary to suggest the cutting out of copy containing tables, and especially of that containing bills recommended to the Legislature which were already printed as legislative documents.

The great saving of the past year has been brought about through authority vested in the Supervisor by chapter 189 of the General Acts of 1918, which authorized him to fix the number of copies of annual reports. Previous to this legislation the number of copies of public documents was fixed by legislation, and only on special reports and bulletins was the discretion as to the number of copies left to the Supervisor. Through this additional authority, and on annual reports alone, there has been a saving accomplished of over 30,000 volumes within a single fiscal year. This, I believe, has been done without any hardship on a single activity of the State. It represents the elimination of surplus copies over and above the actual demand or necessity for publication. In many cases, at least in previous years, these surplus copies were eventually sold as waste paper.

These volumes in which the saving was made ran anywhere from 16-page reports to volumes of over 1,000 pages, and in paper alone, to say nothing of press work and binding, totaled a considerable amount in dollars and cents. With a year's record at hand in the result of this cut in the number of copies, and with the knowledge that in spite of these reductions there are still some surplus copies of various annual reports, I believe that the forthcoming year offers opportunity for still further

economies in this direction. As the State continues to grow and its activities branch out in new directions, it is probable that the volume of State printing will be steadily on the increase. That is to be expected, and I have no criticism on that score. It does seem to me, however, that with necessary expenditures constantly on the increase, it is doubly important that unnecessary expense should be eliminated, and certainly the printing of surplus copies of annual reports is no credit, either to the department concerned or to the Commonwealth as a whole.

PURCHASING AND HANDLING OF SUPPLIES.

At the end of the last fiscal year this office was preparing a report on the purchasing and distribution of office furniture, supplies and equipment, based on information which showed that the purchasing of these articles by individual departments had produced no standardization and had been excessively expensive and wasteful. This report was completed and submitted to the General Court on February 7, and was printed as House Document No. 1378 of the last session. It recommended that the purchasing and distribution of office furniture, equipment, supplies and stationery be centralized under the control of an official to be called Superintendent of Buildings, who should also have charge of the maintenance and operation of the State House and other State offices in Boston, this official to be appointed by the Governor and Council and to be responsible to them. This recommendation was adopted by the Legislature practically as proposed, and was incorporated in sections 17 to 23 of chapter 350 of the General Acts of 1919, the act reorganizing and consolidating the executive and administrative departments in accordance with the Sixty-sixth Amendment to the Constitution. Since the passage of this act the material collected in the course of our study on purchasing has been reviewed, and an attempt made to put it in shape to be usable by the Superintendent of Buildings and his subordinates.

Beside the work done in connection with the report just described, the regular work carried on in previous years has been continued. The tabulation of prices of foodstuffs and grains has been brought up to date, and some other informa-

tion has been collected, partly with the view of making rules and regulations in aid of the Superintendent of Buildings, and partly for use in a report on institution purchasing, if such a report appears to be necessary or advisable. Commodity markets are still in such an unsettled and abnormal condition that it has seemed unwise to impose upon the departments and institutions definite rules and regulations to govern purchasing and distribution; but the adoption of some rules will probably be necessary to supplement and qualify the powers given to the Superintendent of Buildings by statute, and these rules will be formulated from time to time in consultation with that official.

By the passage of the consolidation act (chapter 350, General Acts of 1919) the departments have been brought together into larger units, and the grouping of institutions has been considerably altered. In my last annual report I stated that the "consolidation of departments and centralization of the control of institutions will in themselves greatly simplify the problem of purchasing and distribution." I believe that this statement will be found to hold good in practice; and while the State institutions were not brought under a single head, as proposed by this department, they are still in groups of sufficient size to make control of their purchasing and handling of supplies entirely feasible. The establishment of the Department of Public Works, which combines the Highway Commission and the Commission on Waterways and Public Lands, brings together two of the largest engineering departments, and the consolidation of the two metropolitan commissions will be of advantage along the same lines. As soon as the new departments are organized it is proposed to establish a system of supervision which will involve the application of such rules and regulations as conditions may indicate to be required.

It should also be mentioned again that the study of purchasing methods and of existing facilities at institutions and on other State property for handling supplies and equipment has enabled this office to work more intelligently on requests for appropriations for new construction at these places, while the department's records on price movements have been of value in dealing with departmental and institutional estimates prepared for the budget.

MOTOR VEHICLES.

The order of the Executive Council, adopted July 11, 1917, to regulate transactions in motor vehicles by State authorities, was not changed during the year 1919. This office, in accordance with the order, consequently received applications for motor vehicle purchases and exchanges, and reported to the Council in each case. The total number of applications was 66, of which 64 were approved, as follows: 28 new vehicles, including 7 runabouts, 5 touring cars, 10 trucks and 6 tractors; 35 exchanges, including 5 runabouts, 9 touring cars, 5 trucks and 16 motor cycles; and 1 replacement of a Ford that had been stolen. Two applications were refused, but in one of these cases later application was made for a less expensive exchange, to which approval was given.

Besides the transactions passed upon by this office, 81 motor vehicles were turned over to the Highway Commission by the United States Department of Agriculture in accordance with an act of Congress providing that Federal aid for road construction might be given in part by donating to the several States surplus motor vehicles to be used in constructing and maintaining roads. These 81 motor vehicles were not passed upon by this office, but the usual return was made by the Highway Commission for our records, so that the vehicles are properly listed in our files.

Included among the 66 transactions favorably recommended to the Council were three purchases by the Massachusetts Training Schools which were made in the year 1918, and, through ignorance of the Council's order, were not reported to this office. Approval was given to the Highway Commission of two more vehicles than were actually bought, the commission deciding later that these two vehicles were not necessary.

As in previous years, most of the vehicles purchased were comparatively inexpensive, the majority being Ford touring cars, runabouts or trucks. In only a few cases did the cost of the vehicle exceed \$2,000, and in some of these instances the net cost was reduced by an allowance given for an old car in exchange. At the end of the fiscal year the total number of State-owned motor vehicles covered by records in our files was

372, of which 56 were runabouts and roadsters, 82 were touring cars, 7 were other passenger cars, 170 were trucks, 10 were tractors and 47 were motor cycles. All these groups showed an increase in numbers during the year except the motor cycles.

Only one application for special marking of a State-owned motor vehicle was received during the year, this being for a touring car at the Massachusetts Reformatory, which was granted. It has been brought to the attention of this office on several occasions, however, that either the letter or the spirit of the law regulating the marking of State-owned motor vehicles is being violated by some of the departments and institutions, sometimes by neglecting to mark a vehicle in any way except by the number plates, and in other instances by putting on the lettering in a color which blends readily with the color of the body of the vehicle, so that the words are not distinguishable except at close range and in good light. It was not supposed that careful inspection to enforce compliance with this law would be necessary, but I am prepared to have such inspection made unless the law is more strictly observed.

BRANCH OFFICES.

In the course of the work of this department the number of State offices, reservations and stations outside the State House, both in Boston and in other parts of the State, has frequently attracted attention. Believing that it might be possible, under the consolidation of departments, to combine some of these offices and stations, an inquiry was made in order to secure as complete a list of these as possible. Since the locations of the several charitable, custodial and penal institutions are well known and can readily be found in other lists, they were not included in the list prepared, which will be found in the following tables, one to cover State offices, reservations, stations, etc., outside the State House, except those belonging to the several metropolitan districts, and the second table being a list of the metropolitan district offices, stations and the like. It is obvious from the description of some of the stations and reservations that they are not of the character which can readily be combined with others, but it does seem entirely possible to have

central State offices in some of the larger cities where numerous separate offices are now maintained, as, for example, in Fall River, Lowell, New Bedford, Pittsfield, Springfield and Worcester. It is suggested to the departments involved and the Superintendent of Buildings that an effort be made to secure central offices in these and possibly other places, with an idea of reducing the total space occupied and combining clerical and stenographic forces in the interest of greater economy and convenience to the public.

List of State Offices, Reservations, etc., outside the State House, not including Charitable, Custodial or Penal Institutions.

CITY OR TOWN.	Location.	Description.	How held.	Rental.
Aoushnet,	Mendall Hill,	State Forester, forest fire observation station,	State property.	State property.
Adams,	Park Street,	State armory,	State property.	State property.
Amherst,	North Pleasant Street,	Massachusetts Agricultural College,	State property.	State property.
	Agricultural College,	Board of Education, agent's office,	State property.	State property.
Amherst (North),	Sunderland Road,	Commissioners on Fisheries and Game, fish rearing station,	\$50, land; \$50, right of way.	\$50, land; \$50, right of way.
Andover and North Reading,	-	State Forester, Harold Parker State Forest,	State property.	State property.
Ashburnham,	Watatic Mountain,	State Forester, forest fire observation station,	Permit; no rental.	Permit; no rental.
Attleboro,	Pine Street,	State armory,	State property.	State property.
Barnstable,	Shoot Flying Hill,	State Forester, forest fire observation station,	Permit; no rental.	Permit; no rental.
Peverly,	148 Hale Street,	State Forester's department, storehouse and shop, moth division,	\$25 per month.	\$25 per month.
Boston,	4 Park Street,	Commission for the Blind, main office,	\$291.67 per month.	\$291.67 per month.
	19 Pinckney Street,	State Board of Charity, temporary home for children,	\$50 per month.	\$50 per month.
	1108 Boylston Street,	District Police chemical laboratory,	\$500 per year.	\$500 per year.
	18 Tremont Street,	Fire Prevention Commissioner,	\$2,850 per year.	\$2,850 per year.
	Ford Building,	Board of Gas and Electric Light Commissioners,	\$6,682.30 per year.	\$6,682.30 per year.
	240 Longwood Avenue,	Department of Health, Bacteriological Laboratory,	None.	None.
	60 South Street,	Department of Health, Antitoxin and Vaccine Laboratory,	\$2,058.32 per year.	\$2,058.32 per year.
	265 Brookline Avenue,	Department of Health, Food and Drug Laboratory,	\$800 per year.	\$800 per year.

	169 Massachusetts Avenue,	Highway Commission, district engineer's office,	\$66.67 per month.
	1 Ashburton Place,	Highway Commission, storage,	\$15 per month.
	261 Hanover Street,	Bureau of Immigration, branch office,	\$35 per month.
	508 Pemberton Building,	Insurance Department, Workmen's Compensation Bureau,	\$750 per year.
	74 Fenwood Road (Psychopathic Hospital),	Commission on Mental Diseases,	State property.
	18 Tremont Street,	Metropolitan Park Commission,	\$8,600 per year.
	1 Ashburton Place,	Metropolitan Water and Sewerage Board,	\$4,000 and taxes.
	2A Park Street,	Commissioners, Nautical Training School,	\$1,000 per year.
	3 Fayette Street,	Norfolk State Hospital, out-patient department,	\$55 per month.
	68 Broad Street,	Examiners of Plumbers,	None.
	8 Kneeland Street,	Bureau of Statistics, free employment,	\$4,200 per year.
	Bulfinch Street,	Third-class armory,	\$900 per year.
	Huntington Avenue,	Quarters for naval militia,	\$4,500 per year.
	Mechanic's Building, Columbus Avenue,	First Corps Cadet Armory,	\$2,200 per year; \$800 maintenance.
	Commonwealth Avenue,	Commonwealth Armory,	State property.
Boston (Allston),		Department of Animal Industry, inspector's office,	None.
Boston (Brighton),		State Armory,	State property.
Boston (Charlestown),		Commission on Waterways and Public Lands,	State property.
Boston (East),		East Armory,	State property.
	75 East Newton Street,	Commissioners on Fisheries and Game, storeroom,	\$84 per year.
	Border and Falcon Streets,	Commission on Waterways and Public Lands,	State property.
Boston (South),		State Pier No. 5,	State property.
	Irvington Street,	South Armory,	State property.

List of State Offices, Reservations, etc., outside the State House, not including Charitable, Custodial or Penal Institutions—Continued.

CITY OR TOWN.	Location.	Description.	How held. Rental.
Bourne,	Bournedale,	State Forester, forest fire observation station,	Board of selectmen.
Brockton,	Warren Avenue,	State armory,	State property.
Cambridge,	Massachusetts Avenue,	State armory,	State property.
	686 Massachusetts Avenue,	Commission for the Blind, work shop,	\$183.84 per month, plus heat and light.
	13 Brookline Street,	Commission for the Blind, work shop,	\$154.17 per month, plus heat and light.
	277 Harvard Street,	Commission for the Blind, work shop,	None.
Cambridge (East),	139 First Street,	State Forester's Department, repair shop,	\$65 per month.
Carver (South) and Plymouth,	- - - - -	State Forester's Department, Miles Standish State Forest, ¹	- - - - -
Charlton,	Little Mugget Hill,	State Forester's Department, forest fire observation station,	State property.
Chelmsford,	Robbins Hill,	State Forester's Department, forest fire observation station,	State property.
Chelsea,	Broadway,	State armory,	State property.
Chester,	Holcomb's Hill,	State Forester, forest fire observation station,	State property.
Clinton,	Chestnut Street,	State armory,	State property.
Concord,	Everett Street,	State armory,	State property.
Easthampton,	Mount Tom hotel observation room,	State Forester, forest fire observation station,	Permit; no rental.
Everett,	Chelsea Street,	State armory,	State property.
Fall River,	Bank Street,	State armory,	State property.
	19 Stafford Road,	Commission for the Blind, work shop,	\$40 per month, plus heat and light.
	Durfee and Banks streets,	Bradford Durfee Textile School,	State property.

Falmouth,	Hudner Building,	District Police, branch office,	\$480 per year.
Fitchburg,	406 Globe Building,	Board of Labor and Industries,	\$38 per month.
Framingham,	Copcutt Hill,	State Forester, forest fire observation station,	City property.
Georgetown,	Howland Park Hill,	State Forester, forest fire observation station,	Town property.
Gloucester,	14 Wallace Avenue,	State armory,	State property.
Great Barrington and Monterey,	Union Avenue,	State armory,	State property.
Greenfield,	Bald Pate Mountain,	State Forester, forest fire observation station,	Lease; no fee.
	Prospect Street,	State armory,	State property.
	-	State Forester's Department, Arthur Wharton Swan State Forest, ²	-
	Hope Street,	State armory,	State property.
	23 Davenport Block,	Highway Commission, district engineer's office,	\$25 per month.
	Sheldon Block,	Highway Commission, office of special engineer on town roads,	\$14 per month.
Hanson,	Bonney Hill,	State Forester, forest fire observation station,	Lease; no fee.
Harwich,	Exchange Building,	State Forester, forest fire observation station,	Town property.
Haverhill,	Kenoza Avenue,	State armory,	State property.
Hingham,	Central Street,	State armory,	State property.
	Prospect Hill,	State Forester, forest fire observation station,	\$25 per year.
	Weir River,	Commissioners on Fisheries and Game, quarters for work on smelts,	\$50 per year, land and 2 portable buildings.
Holyoke,	225 High Street,	Department of Standards, branch office,	\$13 per month.
	Sargeant Street,	State armory,	State property.

¹ This State forest has in the South Carver part a large bungalow and house and a barn. The area is also a game reservation, and the superintendent's salary is paid in part by the Commissioners on Fisheries and Game.

² On this State forest reservation are several farm buildings, including one or two houses, a barn, etc.

List of State Offices, Reservations, etc., outside the State House, not including Charitable, Custodial or Penal Institutions — Continued.

CITY OR TOWN.	Location.	Description.	How held.	Rental.
Hudson,	Washington Street,	State armory,	State property.	State property.
Hyannis,	-	District Police, branch office, ¹	\$72 per year.	\$72 per year.
Kingston,	Monks Hill,	State Forester, forest fire observation station,	Unable to locate owner.	Unable to locate owner.
Lawrence,	Amesbury Street,	State armory,	State property.	State property.
	-	Department of Health, Lawrence Experiment Station,	\$125 per year.	\$125 per year.
Lenox,	520 Bay State Building,	Board of Labor and Industries, branch office,	\$18 per month.	\$18 per month.
Lowell,	Lenox Mountain,	State Forester, forest fire observation station,	Permit; no rental.	Permit; no rental.
	159 Moody Street,	Commission for the Blind, work shop,	\$53 per month and light.	\$53 per month and light.
	71 Central Block,	District police, branch office,	\$312 per year.	\$312 per year.
	Moody Street and Colonial Avenue,	Lowell Textile School,	State property.	State property.
Lynn,	Westford Street,	State armory,	State property.	State property.
Malden,	South Common Street,	State armory,	State property.	State property.
Manchester,	Mountain Avenue,	State armory,	State property.	State property.
Marlborough,	Morse Hill,	State Forester, forest fire observation station,	State property.	State property.
Marshfield,	Lincoln Street,	State armory,	State property.	State property.
Martha's Vineyard,	-	Commissioners on Fisheries and Game, game farm,	\$50, land; \$216, house; \$180, house; \$175, garage.	\$50, land; \$216, house; \$180, house; \$175, garage.
	-	Commissioners on Fisheries and Game, heath hen reservation,	\$400 per year, land.	\$400 per year, land.
	Fish and Game Reservation,	State Forester, forest fire observation station,	Accepted option.	Accepted option.

Medford,	190 High Street,	Third-class armory,	\$900 per year.
Mendon,	Wigwam Hill,	State Forester, forest fire observation station,	Lease; no fee.
Methuen,	Lowell Road,	State armory,	State property.
Middleborough,	8 Bank Building,	Highway Commission, district engineer's office,	\$20 per month.
	Cambridge Street,	Highway Commission, storage,	\$30 per month.
	Bardens Hill,	State Forester, forest fire observation station,	Permit; no rental.
Milford,	Pearl Street,	State armory,	State property.
Montague,	—	Commissioners on Fisheries and Game, fish rearing station,	\$41.66 per year, land; \$10, brook.
Mount Washington,	Mount Everett,	State Forester, forest fire observation station,	State property.
Natick,	East Central Street,	State armory,	State property.
New Bedford,	D and Sycamore streets,	State armory,	State property.
	411 Bookstore Building,	Department of Health, district office,	\$330 per year.
	610 Purchase Street,	Bureau of Immigration, branch office,	None.
	Purchase Street,	New Bedford Textile School,	State property.
	State Pier,	Commission on Waterways and Public Lands,	State property.
Newburyport,	City Hall, 232 High Street,	Third-class armory,	\$900 per year.
Newton (West),	Washington Street,	State armory,	State property.
North Adams,	New Kimball Building,	Board of Labor and Industries, branch office,	\$20 per month.
	—	District Police, branch office,	\$312 per year.
Northampton,	Masonic Block,	District Police, branch office,	\$180 per year.
	King Street,	State armory,	State property.

¹ In officer's house.

List of State Offices, Reservations, etc., outside the State House, not including Charitable, Custodial or Penal Institutions — Continued.

CITY OR TOWN.	Location.	Description.	How held. Rental.
North Reading,	-	Highway Commission, storehouse,	\$33.33 per month.
Orange,	East Main Street,	State armory,	State property.
Palmer,	-	Commissioners on Fisheries and Game, fish hatchery,	\$15 per year, pond; \$10 per year, pond.
Palham,	Lincoln Mountain,	State Forester, forest fire observation station,	Amherst Mountain Club.
Petersham,	Prospect Hill,	State Forester, forest fire observation station,	State property.
Pittsfield,	Summer Street,	State armory,	State property.
	Court House,	District Police, branch office,	\$250 per year.
	30 Eagle Street,	Commission for the Blind, work shop,	\$88.04 per month.
	106 Agricultural Bank Building,	Highway Commission, district engineer's office,	\$17 per month.
	-	Commissioners on Fisheries and Game, fish rearing station,	\$41 per year, land.
Plymouth,	Court Street,	State armory,	State property.
Princeton,	Wachusett Mountain,	State Forester, forest fire observation station,	State property.
Provincetown,	-	Commission on Waterways and Public Lands, Province lands reservation. Third-class armory,	State property.
Quincy,	190 High Street,	State Forester, forest fire observation station,	\$900 per year.
Rehoboth,	Great Meadow Hill,	State armory,	Board of selectmen.
Salem,	Essex Street,	District Police, branch office,	State property.
	197A Washington Street,		\$360 per year.

Sandwich,	-	Commissioners on Fisheries and Game, fish hatchery,	\$225, land and house; \$264, house; \$60, barn.
Sandwich (East),	-	Commissioners on Fisheries and Game, fish hatchery,	\$144, house.
Savoy,	-	Commissioners on Fisheries and Game, game farm,	\$10 per year, land; \$125 per year, land; \$7.50 per year, land; \$144 per year, house; \$144 per year, house.
Sharon,	-	State Forester's Department, Savoy Mountain, ¹	None.
Shelburne Falls,	-	State Forester, forest fire observation station,	State property.
Somerville,	-	Commissioners on Fisheries and Game, Moose Hill Bird Sanctuary, ²	None.
Springfield,	-	State Forester, forest fire observation station,	Lease, no fee.
Sutton,	-	State Forester, forest fire observation station,	Town property.
Stoneham,	-	State armory,	State property.
Sudbury,	-	State armory,	State property.
Sutton,	-	District Police, branch office,	\$480 per year.
	-	Department of Health, district office,	\$180 per year.
	-	Highway Commission, district engineer's office,	\$48.33 per month.
	-	Bureau of Immigration, branch office,	\$35 per month.
	-	Board of Labor and Industries, branch office,	\$15 per month.
	-	Norfolk State Hospital, branch office,	\$25 per month.
	-	Bureau of Statistics, free employment office,	\$1,800 per year.
	-	State armory,	State property.
	-	State Forester, forest fire observation station,	Lease; no fee.
	-	Commissioners on Fisheries and Game, fish hatchery,	State property.

¹ This tract has upon it some old farm buildings.² Conducted in conjunction with Massachusetts Audubon Society.

List of State Offices, Reservations, etc., outside the State House, not including Charitable, Custodial or Penal Institutions — Concluded.

CITY OR TOWN.	Location.	Description.	How held.	Rental.
Taunton,	Pleasant Street,	State armory,	State property.	
Tolland,	Lair's Hill,	State Forester, forest fire observation station,	Permit; no rental.	
Wakefield,	Main Street,	State armory,	State property.	
	Hart Hill,	State Forester, forest fire observation station,	Town property.	
Waltham,	Sharon Street,	State armory,	State property.	
	428 Lexington Street,	Department of Animal Industry, branch office, ¹	\$10 per month.	
	Prospect Hill,	State Forester, forest fire observation station,	City property.	
Warwick,	Grace Mountain,	State Forester, forest fire observation station,	State property.	
Wellesley Hills,	Forest and Seaver streets,	Board of Charity, temporary home,	\$82.50 per month.	
Westborough,	Fay Mountain,	State Forester, forest fire observation station,	Board of selectmen.	
West Brookfield,	Ragged Hill,	- - - - -	Permit; no rental.	
Westfield,	50 North Elm Street,	Highway Commission, storage,	\$35 per month.	
Wilbraham (North),	- - - - -	Commissioners on Fisheries and Game, game farm,	\$12 per year; \$3, land.	
Williamstown,	Berlin Mountain,	State Forester, forest fire observation station,	Permit; no rental.	
Winchendon (also Templeton and Royalston).	- - - - -	State Forester's Department, Otter River State Forest,	State property.	
Winthrop,	143 Court Street,	Third-class armory,	\$900 per year.	
Woburn,	Main Street, corner Myrtle Street,	State armory,	State property.	

Worcester,	Grove Street,	State armory,	State property.
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.	.	.	.
.	33 Highland Street,	Commission for the Blind, work shop,	None.
.	476 Main Street,	District Police, branch office,	\$690 per year.
.	405 Park Building,	Department of Health, district office,	\$216 per year.
.	518 Main Street,	Highway Commission, district engineer's office,	\$20 per month.
.	405 Slater Building,	Board of Labor and Industries, branch office,	\$40 per month.
.	11 Norwich Street,	Department of Standards, branch office,	\$10.50 per month.
.	48-52 Green Street,	Bureau of Statistics, free employment office,	\$1,200 per year
.	132 Exchange Street,	Highway Commission, storage,	\$20 per month.

¹ In agent's house.

List of Offices and Stations under Control of the Metropolitan Park Commission and the Metropolitan Water and Sewerage Board.

CITY OR TOWN.	Street Address.	Description.
Arlington, . . .	Off Brattle Street, . . .	Arlington pumping station, Metropolitan Water Works.
Boston, . . .	Charles and Leverett streets,	Police and labor headquarters, Charles River Lower Basin, Metropolitan Park Commission.
Boston (Brighton), .	Beacon Street, . . .	Chestnut Hill pumping station 2, Metropolitan Water Works.
	Beacon Street, . . .	Chestnut Hill Yard, Metropolitan Water Works.
	525 Western Avenue, . .	Police and labor headquarters, Charles River Upper Division, Metropolitan Park Commission.
Boston (Charlestown),	Alford Street, . . .	Charlestown pumping station, North Metropolitan Sewerage Works.
Boston (East), . . .	Edison Street, . . .	East Boston pumping station, North Metropolitan Sewerage works.
	Edison Street, . . .	East Boston yard, North Metropolitan Sewerage Works.
Boston (Hyde Park), .	Hyde Park Avenue, . .	Hyde Park pumping station, Metropolitan Water Works.
	West Street, . . .	Hyde Park yard, South Metropolitan Sewerage Works.
Boston (Harbor), . .	Deer Island, . . .	Deer Island pumping station, North Metropolitan Sewerage Works.
Boston (Roxbury), . .	Ward Street, . . .	Ward Street pumping station, South Metropolitan Sewerage Works.
	Ward Street, . . .	Ward Street yard, South Metropolitan Sewerage Works.
Clinton, . . .	Boylston Street, . . .	Headquarters, Wachusett Division, Metropolitan Water Works.
	Boylston Street, . . .	Wachusett Power Plant, Metropolitan Water Works.
Framingham, . . .	Hollis Street, . . .	Headquarters, Sudbury Division, Metropolitan Water Works.
	Hollis Street, . . .	Sudbury Power Plant, Metropolitan Water Works.
Hull (Nantasket, near boat landing).	- -	Police and labor headquarters, Nantasket Beach Division, Metropolitan Park Commission.
Medford, . . .	Amaranth Avenue, . .	Glenwood yard, Metropolitan Water Works.
	Forest Street, . . .	Police headquarters, Middlesex Fells Division, Metropolitan Park Commission.
Milton, . . .	Hillside Street, . . .	Administration and police headquarters, Blue Hills Division, Metropolitan Park Commission.
Natick, . . .	Off Washington Avenue, .	Pegan Brook pumping station, Metropolitan Water Works.
Newton (Auburndale),	Commonwealth Avenue, .	Police headquarters, Riverside section, Charles River Upper Division, Metropolitan Park Commission.
Quincy, . . .	Merrymount Park, . . .	Quincy pumping station, South Metropolitan Sewerage Works.
	Nut Island, . . .	Nut Island screen house, South Metropolitan Sewerage Works.
	Nut Island, . . .	Nut Island yard, South Metropolitan Sewerage Works.
Revere, . . .	Revere Beach Reservation,	Police and labor headquarters, Revere Beach Division, Metropolitan Park Commission.
Somerville, . . .	Powder House Boulevard, .	Alewife Brook pumping station, North Metropolitan Sewerage System.
Stoneham, . . .	Pond Street, . . .	Labor headquarters, Middlesex Fells Division, Metropolitan Park Commission.
	Woodland Road, . . .	Spot Pond pumping station, Metropolitan Water Works.
Winchester, . . .	Main Street, . . .	Winchester yard, North Metropolitan Sewerage Works.

RECOMMENDATIONS.

I respectfully submit the following recommendations of this department for the consideration of the General Court. Parts of bills covering these recommendations have already been filed with the Secretary to be submitted to the Legislature.

1. While this office is in full sympathy with the spirit of civil service in its application to State employees, in view of the consolidations now in effect, it is convinced that the head of each activity in the Commonwealth should be permitted to select one person as confidential secretary or clerk who shall not be required to pass a civil service examination.

2. In the wording of the act creating the office of Superintendent of Buildings there is a possible interpretation that the appointments of purchasing agent and storekeeper should be subject to civil service examination, although it was the evident intention of the framers to leave these positions outside the civil service. I am accordingly recommending an act to regulate certain appointments of the Superintendent of Buildings which will remove all ambiguity regarding these positions.

3. In the interests of a stricter accounting of expenditures for travel outside of the Commonwealth on the part of State officials and employees, and in order to prevent any abuse of special privileges which may be granted to them, I recommend an act entitled "An Act to regulate travel outside the State by officers and employees of the Commonwealth."

An investigation was undertaken by this department of the travel of State officials and employees to conventions, conferences and other meetings outside the Commonwealth, and a compilation was made up of the cost of such travel for the fiscal years 1918 and 1919. This compilation showed that approximately \$13,000 was expended for this kind of travel during the fiscal year 1919. It was also ascertained that in this year and the year that preceded it many conventions were omitted because of the war and conditions resulting from it. It is presumed that in a normal year these expenses would be considerably greater.

As a result of this study it was ascertained that such expenditures were in the main made by comparatively few departments, and in many instances the Commonwealth was represented by many delegates where it seems to me that a few would have answered the purpose.

The proposed legislation is designed primarily to clarify the situation and to provide definite control on the part of the Governor and Council. By the enactment of this proposed legislation I believe a definite policy could be established with regard to delegations representing the Commonwealth, and an opportunity given for economy in this branch of State expenditures.

The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

SUPERVISOR OF ADMINISTRATION

FOR THE

YEAR ENDING NOVEMBER 30, 1920



ASS.
OCS.
OLL.

BOSTON

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APPROVED BY THE
SUPERVISOR OF ADMINISTRATION.

The Commonwealth of Massachusetts

STATE HOUSE, Dec. 1, 1920.

To the Honorable Senate and the House of Representatives.

In compliance with statutory requirements, I submit herewith the fifth annual report for the Department of the Supervisor of Administration for the financial year 1920, being the fourth full year of its operation.

Respectfully submitted,

THOMAS W. WHITE,
Supervisor of Administration.

The Commonwealth of Massachusetts

ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

FINANCIAL SUMMARY.

The total amount appropriated by the Legislature for the operation of the Department of the Supervisor of Administration for the year 1920 was \$33,469.55. Below is given a financial statement of the Department for the fiscal year ending Nov. 30, 1920.

Personal Services.

Appropriation,	\$29,750 00
Balance available brought forward from 1919 appropriation,	819 55
	<hr/>
	\$30,569 55
Expenditures for salaries and personal services,	25,894 32
	<hr/>
Balance,	\$4,675 23

Other Expenses.

Appropriation,	\$2,900 00
Expenditures:—	
Travel,	\$219 14
Printing, supplies, telephone, postage,	1,344 45
Other expenses,	57 95
	<hr/>
	1,621 54
	<hr/>
Balance,	\$1,278 46
Total balance returned to the treasury,	\$5,953 69

The Supervisor recognizes the fact, despite general opinions to the contrary, that the General Court does not penalize any department or handicap its future work simply because economical and efficient administration has permitted a substantial saving the current year.

At the risk of placing myself in jeopardy in certain directions, I must express to you my conclusions that the time for retrenchment has arrived.

The taxpayers of the Commonwealth have reached the limit of paying; and maternalistic tendencies and policies should be brought to a sudden halt, in order that the people and the State may have a necessary period to catch up with legislation and recoup finances. This applies fully as well to cities and towns.

In order that my position may be understood, as it may seem inconsistent that I have recommended certain increases in the personal and general services for the departments of the Commonwealth to His Excellency the Governor, for submission to the General Court, in the Executive budget, and yet make appearance against them before the proper authorities, I will clarify the situation. I recognize that the Governor of the Commonwealth and the General Court have constitutional and statutory rights that are paramount. I am also aware that the heads of the departments of the Commonwealth are entitled to present to the General Court for action such requests as they deem proper. Personally, however, it is my opinion that increases for the extension of general State activities should be granted only upon actual proof and necessity. No new projects should be undertaken this year. Salaries for personal services should be increased sparingly, if at all, and no new positions allowed. Comparison with the business world will prove the soundness of the argument.

During the past year the financial world has been severely disturbed, and the effect has been disastrous upon our State-controlled banking institutions.

The supervision and control placed upon the Bank Commissioner should be adequately administered to produce the protection to the people which it is their right to expect. Such a course demands and needs an efficient well-paid force of experts, and entails a large outlay of funds. As operated until this year examinations have been made but not audits, except of co-operative banks, and it seems proper to me that the financial factors controlled by the State should be perfectly willing to pay the Commonwealth sufficient to carry the

entire expense of the Division of Banks in return for an audit which they now pay for from independent sources. Such an amount could be very properly distributed through trust companies, savings banks, credit unions, co-operative banks and private banks. The total amount necessary would be about \$320,000.

In the year 1916 a recommendation was made by this Department for the consideration of the Legislature that the Constitution be amended in so far as it provides for the taking of a census of inhabitants every ten years. The last State census was for the year 1915, and the full results were not obtainable in 1918. The national census, according to the Federal Constitution, is taken every ten years, the last being for 1920.

It does not appear that the advantages accruing to the Commonwealth in taking a State census five years after a Federal census warrant the expenditure of the large amounts necessary for this work. The sum of \$335,000 was appropriated for the State census of 1915. There is no doubt that the coming census of 1925 will cost far in excess of one-half million of dollars, which seems an unnecessary waste of money, and is comparable to the problem which has this year concerned your General Court, — the codification of the laws.

The redistricting of the House and Senate is based upon legal voters, and information concerning the number of them is now easily obtainable, and the United States census will serve almost all other purposes.

Should this matter appeal to the General Court, the necessary legislation is easily drawn.

I am of the opinion that the Division of Fisheries and Game should also be self-maintaining to the extent that the General Court should grant no more appropriation than has been received by the Commonwealth through license fees and receipts.

WORK PERFORMED.

The work performed during the past year, in addition to the regular routine of the Department and the specific problems referred to it for study and report, includes many conferences with departmental officials and employees, and committees of

the Governor's Council and of the General Court, on a wide range of questions which had to deal, not only with facts and conditions, but also with matters of administrative policy and procedure, beside furnishing information as to activities of this Commonwealth to various boards and commissions, by letter, at request of the Governor.

Special reports on a variety of subjects were given to the Governor and Council and to the General Court to the number of 39. Included in the above were the following reports:—

Relative to expenses of the reception in Boston and a parade of the Twenty-sixth Division of the United States Army, and of other returning soldiers, sailors and marines, for which \$300,000 was appropriated (chapter 119, S. A. of 1919).

Recommending a transfer of \$500 from the appropriation for extraordinary expenses to be added to the appropriation for expenses of the Supreme Judicial Court.

Relative to request of the finance committee of the Governor's Council in regard to the appropriation of \$7,625 for alterations in offices of several State departments in the State House, recommending that not exceeding \$3,000 be allowed for changes.

Relative to request of the Department of Public Works for authority to lease certain grounds in North Reading and to erect temporary buildings thereon.

Relative to the approval of the expenditure of \$5,000 for land and buildings in Plymouth.

Relative to transfer of \$3,118.56 from extraordinary expenses to the Secretary's appropriation for the purchase of paper to be used for State printing.

Relative to approval of the contract made by the Pilgrim Tercentenary Commission, with Powers Brothers, for the removal of Pilgrim Wharf, razing of the canopy over Plymouth Rock, and lowering the rock to its original bed for \$16,980; that as to this contract the Commission has acted within its powers (chapter 187, S. A. 1919).

Relative to the walls of property at 32 Beacon Street, facing the west side of the State House.

Reports to the Legislature.

January 21, the annual report of the Supervisor of Administration.

March 22, report relative to payment of additional compensation, equal to 25 per cent of the salaries received by all persons whose annual compensation does not exceed \$2,500, and who are regularly employed by the several counties of the Commonwealth; as to total cost of such additional compensation; also relative to House bill providing an annual

increase of \$200 to persons in the employ of the Commonwealth since June 1, 1919, and whose salary does not exceed \$2,000; and on the bill allowing a bonus of 25 per cent, giving the lowest estimate of cost for this expenditure as \$1,500,000 to be placed upon the tax levy of 1920.

April 5, relative to appropriation for clerical service, Middlesex Registry of Probate and Insolvency.

LEGISLATIVE ENACTMENTS OF 1920 AFFECTING THIS DEPARTMENT.

Chapter 50 of the Resolves of 1920 provided for an investigation of expenditures by registers of probate in the several counties, including the preparation of tables showing work performed, officials and employees, expenditures and methods. The report will be submitted to the next General Court on the fifteenth day of January as provided.

Chapter 54 of the Resolves of the year 1920 provided for an investigation of the best route for making rail connections between the Commonwealth's flats in East Boston and the Boston & Albany and Boston & Maine railroads.

The Supervisor was joined in a special commission consisting of the Commissioner of Public Works and the chairman of the Department of Public Utilities. It is requested to report not later than the second Wednesday in January next. The commission has devoted but little time to the problem and an extension of time may be requested.

Chapter 205 of the Acts of the year 1920 authorizes certain appointments by heads of departments, boards and commissions of the Commonwealth. The intent of this legislation, which was on the recommendation of this Department, permits divisional heads to employ a person in a confidential capacity, exempt from the civil service laws, under the approval of the Governor and Council. This act has been availed of but little, and an employment under the provisions has been allowed on a replacement basis only.

CONSOLIDATION OF DEPARTMENTS.

Resulting from chapter 350 of the General Acts of 1919, the service of the State has now been operating for its first full year under twenty departments. An insufficient time has

elapsed in which to make definite comparison as to results, yet it is evident that there has been eliminated delay and overlapping, and an increased efficiency and definitely placed responsibility obtained.

Some of the departments have accepted the consolidation in good faith, have reduced slightly the number of employees, and have asked about the same appropriations as last year. Others have not, as yet, seen the light of day, and are actuated with the old-school idea that the more employees and the more money expended the more important becomes the unit, and are logical by asking additional funds.

It will be the duty of this office to curtail as much as is possible, yet the problem is difficult should the activities have legislative approval.

BUDGET.

In accordance with chapter 244 of the General Acts of 1918, the various offices, boards, departments, commissions, etc., of the Commonwealth submitted to this office, on October 15 of the current year, estimates of their expenses for the forthcoming year, together with details of the amounts appropriated and expended for the current year.

Acting under the statutory authority, and in accordance with the constitutional amendment, the Supervisor began, toward the close of the fiscal year just ended, the study of estimates as submitted, and will be prepared to submit same to the Governor for his assistance in preparing the budget for the General Court of 1921.

PLANS FOR BUILDING OPERATIONS.

Chapter 290 of the General Acts of 1918 requires any board, department or commission, having in charge a building operation, to file copies of preliminary studies, and reliable estimates of cost, with the Supervisor of Administration on or before the fifteenth day of October of the year preceding reference to the General Court, with request for appropriation.

In accordance with this act the following plans and estimates have been submitted to the Supervisor:—

From the Department of Correction, plans for a re-enforced coal trestle for the Reformatory for Women at Sherborn; plans for a new boiler house and vacuum heating system, alterations to north wing and hospital building for the State Prison at Charlestown.

From the Department of Education, plans for a central heating, lighting and laundry plant for the State Normal School at Fitchburg.

From the Department of Public Health, Division of Tuberculosis, plans for an addition to the dairy barn and a new storehouse for the Lakeville State Sanatorium; plans for a home for nurses for the Rutland State Sanatorium.

From the trustees of the Boston State Hospital, plans for an addition to the power house and to the laundry building, and for an administration building.

From the trustees of the Gardner State Colony, plans for a ward building (hospital).

From the trustees of the Grafton State Hospital, plans for a hay barn and cow barn.

From the trustees of the Massachusetts School for the Feeble-Minded (Waverley), plans for a house (type A).

From the trustees of the Taunton State Hospital, plans for a proposed dam and bridge.

From the trustees of the Worcester State Hospital, plans for alterations to the kitchen building, and a new cold-storage building.

From the trustees of the Wrentham State School, plans for a home for officers.

From the trustees of the Massachusetts Training Schools, plans for an infirmary building, kitchen and laundry for the Industrial School for Boys at Shirley.

From the trustees of the Massachusetts Agricultural College, plans for the farm superintendent's cottage, for women's gymnasium building, for chemistry building, for breeding and judging laboratory (poultry department), for administration building (Market-Garden Field Station) and for a rural engineering building.

From the Metropolitan District Commission, Metropolitan Parks Division, plans for a combined sanitary and garage (Charles River Upper Basin).

From the trustees of the Westborough State Hospital, plans for a spur track and for the renovation of Wards 1 and 6.

DISPOSAL BY THE COMMONWEALTH OF DUPLICATE AND WORTHLESS BOOKS AND DOCUMENTS.

Chapter 174 of the year 1919 created a Board for the above purpose, composed of the Supervisor of Administration, the Superintendent of Buildings, and an assistant Attorney-General

designated by the Attorney-General. The act took effect June 23, 1920, and its operation has tended to make for economy of storage space and files, some revenue to the State, and will result in a saving of material used, printed and unprinted, in the future by co-ordination and control through this office.

The Board has had three meetings, expended \$6.80 from its appropriation of \$1,000, and paid into the treasury the sum of \$639.92. Of this total \$115 was received from the sale of certain medical magazines in the Department of Health, and \$524.92 for 24,415 pounds, or $12\frac{8.3}{400}$ tons, of waste paper at \$43 per ton.

The intent of the Board is to keep wastage at a minimum and salvage all that is possible.

PERSONAL SERVICE.

During the year the increasing of salaries as provided under chapter 228 of the Acts of the year 1919, as amended, has resulted in a distinct step forward in the control of the employees on a position basis. As clarified by chapters 320 and 350 of the Acts of 1919, the line of demarcation is now distinct, the managerial and executive service being operated by the Governor and Council, and the rest of the service through this office.

The total increase allowed in 1919 for the permanent employees was about \$800,000 on a pay roll of \$7,500,000 yearly.

Under the pressure of conditions and the action of the General Court there has been the following marked increase in personal service for the year 1920: —

Number of employees affected,	9,582
Total salaries yearly prior to increase,	\$8,240,305 44
Total salaries yearly after increase,	\$9,532,802 80
Increase,	\$1,292,497 36

The permanent increase of a full 10 per cent in 1919 and of 15 to 16 per cent in 1920 is the minimum, as the advanced wages paid to temporary employees and labor has not been added, or additional cost where maintenance is allowed.

The above figures are presented to the General Court for their serious consideration.

On March 26, 1920, the Supervisor issued a communication to the divisional heads calling attention to the abuse of sick leave, tardiness and unnecessary absence from duty, and calling specific attention where in one department, for the period of one month, there had been the financial equivalent taken illegitimately from the taxpayers of the State of 1,900 work hours or 50 work weeks, or the full work time of one employee for more than one year. Twelve months of this practice would mean the paying of 12 employees a year for no work. Another department paid for 1,400 work hours, or 36 work weeks, in one month, for which no service was rendered. In both cases the minimum loss was reported. These are only examples of all departments, varying in degree.

Attention was also called to the practice of paying overtime in some activities, and such practice in many instances is simply a method of increasing salaries in disregard of the law.

This office is willing to admit that during the past few years abnormal times, the demand for employees and the artificial scale of wages paid in the business world has caused department heads to be particularly lenient in regard to the work of their divisions. At the present time normality at least has returned, positions are sought at almost any wage, efficient employees are easily obtainable, and an increased morale and working spirit will be demanded before requests for increases in salary will be considered by this office. Personal service record cards of employees as to efficiency, attendance, etc., may be demanded.

The deterrent effects upon some of the employees may be that viewpoint which at times permeates governmental service, — no hope of profits, no fear of failure, no competitors, no customers, no measurable production, no reason to hurry, and not much danger of being found out; yet the Commonwealth offers the following program: —

Good pay, good work conditions, short hours, long vacation, contributory pension, permanent position, and under the present system of handling personal service a career is open by examination for promotion, transfer and increase of salary

for efficient work. Unless a distinct improvement is shown under the honor system now obtaining the great majority of the employees who are faithful will have to bear the burden of control with the faithless, and a time-clock system will be recommended in cases.

EXAMINATION OF DEPARTMENTAL PUBLICATIONS.

During the fiscal year which ended Nov. 30, 1920, the copy for 422 reports, bulletins, pamphlets, etc., has been submitted to this office for approval before publication. Of these, 419 were approved either in the form as submitted, or with eliminations and changes to prevent duplication or to save expense where publication of certain material did not appear to be necessary or advisable.

The attitude of the Supervisor on the subject of publications has become so generally known and accepted by the various departments of the Commonwealth that, in most cases, the copy for reports and bulletins has been boiled down before submitted. In cases where this has not been done, this department has not hesitated to suggest the elimination of copy where it was deemed superfluous.

This year, again, in the number of annual reports, there has been a substantial reduction. Through records of the number of copies printed during the previous year, and a check-up of the number left over, it has been possible to get a very fair idea of just what the demand is for each public document, and although a saving of over 30,000 volumes was made in 1919, an additional saving of 22,000 was made in 1920.

MOTOR VEHICLES.

The order of the Executive Council, adopted July 11, 1917, to regulate the transactions in motor vehicles by State authorities, was not changed during the year 1920. This office, in accordance with the order, consequently received applications for motor vehicle purchases and exchanges, and reported to the Council in each case. The total number of applications was 110, of which 108 were approved as follows: 42 new cars and

66 exchanges. The new cars included 13 touring cars, 5 runabouts or roadsters, 1 chassis, 9 trucks, 10 tractors, 3 closed cars and 1 lawnmower; the exchanges included 36 touring cars, 12 runabouts or roadsters, 3 closed cars and 15 trucks.

RECOMMENDATIONS.

I respectfully submit the following recommendations of this Department for the consideration of the General Court. Bills covering these recommendations have already been filed with the Secretary to be submitted to the Legislature.

1. The General Court has placed upon the statute books two functions that duplicate to a great degree the work of each other. Chapter 321 of the Acts of the year 1917 established the Division of Immigration and Americanization, said division having been placed in the Department of Education by chapter 350 of the General Acts of the year 1919. Chapter 295 of the General Acts of the year 1919 strengthens the Americanization powers of the Board of Education providing "for the education of persons over twenty-one years of age who are unable to speak, read or write the English language, and to provide teachers and supervisors in Americanization work," thus adding to the control which the department had over minors.

With the exception of the powers of the Bureau of Immigration and Americanization to assimilate and to prevent the abuse and exploitation of the immigrant, which is almost a police power, the duties of the two working boards are practically the same, yet conducted by different units; and to accomplish their purposes both activities will require large outlays of public funds and the creation of heavy organizations continually increasing.

The time has arrived for the Legislature to adopt a definite policy, — either consolidate the two functions into one, under the Department of Education, or transfer the Division of Immigration and Americanization and place it directly under the Governor and Council, with a limited expenditure of funds, their work to be largely supplemented by voluntary and co-operative efforts of the people under Executive responsibility.

It must be distinctly understood that I am not criticizing

the work of either division, and under the law they are functioning as well as is humanly possible, but it is my duty to report to you the facts as they appear to me. It is not necessary to call to your attention the tact and diplomacy necessary for the handling of the problems of Americanization in its different ramifications except by the process of education. Efforts to enlarge the field of operation may well be suspended until the policy of the Federal government relative to immigration is settled for a term of years.

I am submitting without prejudice a bill providing for a transfer, and a bill that will allow a consolidation within the Department of Education.

2. After a careful study of the operation of the Department of Conservation, established by chapter 350 of the General Acts of 1919, I am of the opinion that the commissioner in charge of said department has been loaded with such a mass of detail that it is impossible for him to fulfill the requirements of that position. The department was handling all the work possible, but it has been further complicated by the passage of chapter 604 of the Acts of 1920, providing for the purchase, development and maintenance of State forests, contemplating an expenditure of \$3,000,000 during a period of fifteen years.

In the interests of efficiency and for the purpose of simplifying the administrative machinery, I recommend that the commissioner's salary be raised from \$5,000 to \$6,000 per year, placing him on the same basis as other department heads in the service, and in addition the creation of the individual position of Director of Forestry, with a definition of his duties, taking certain burdens and functions from the commissioner, said director to be appointed in the usual form, by the Governor, with the advice and consent of the Council. The additional expense involved will be slight, and people familiar with the work conditions in the department are positive that this step is in the right direction.

A REVIEW OF THE FINANCIAL AFFAIRS OF THE COMMONWEALTH.

This review of the financial affairs of the Commonwealth, shown by budget appropriations for all principal activities and sources of revenue and taxation for meeting the same, is not an intensive study or critical analysis of the detailed affairs of any department. It is more in the nature of a preliminary review intended to show the general trend of governmental costs for the last nine years, beginning before the World War and bringing comparisons down to as near the present time as reliable information is obtainable.

The methods of reporting expenditures, as shown in official financial reports of the State before the budget system was inaugurated, and practically all State revenues placed in the general fund are considerably at variance with those prevailing at present.

The State revenues obtained from certain sources as reported in 1912, amounting to \$9,592,163.66, compare with revenues from essentially the same sources, but affected by some changes in law as estimated in 1920, of approximately \$14,800,000. The figure for 1912 includes an item of \$827,535.22 received from license fees for the sale of intoxicating liquors, while the figure for 1920 does not, of course, include such an item. The indicated percentage of increase of 59 per cent depends largely upon frequent amendments to the tax laws. This class of revenue is made up of taxes assessed annually, under provision of general laws, upon —

Banking and insurance business and other corporations, .	\$7,490,000 00
Inheritances,	5,000,000 00
Fees, licenses, sales, interest and miscellaneous income, .	2,310,000 00

The particular sources showing the larger increases are as follows: —

National bank tax,	\$237,000 00
Savings and other bank taxes,	225,000 00
Insurance taxes,	1,050,000 00
Foreign business corporations,	100,000 00
Stock transfer (new source),	200,000 00

Inheritances,	\$2,850,000 00
Secretary's fees,	100,000 00
Hunters' licenses,	20,000 00

Another class of revenue, not reported in 1912, under the head of estimated and actual revenue, will amount in 1920 to approximately \$5,850,000, which is made up of motor vehicle fees, certain assessments, contributions and reimbursements for service, income from property, etc. These receipts were expended in 1912 by certain departments without annual appropriations, but are now covered by budget appropriations. This change in condition makes necessary the assembling of figures for comparison in a somewhat arbitrary manner.

The State tax for 1912 was \$6,250,000, and in 1920 it amounted to \$14,000,000. This tax is assessed annually to make up the deficit between appropriations and the estimated revenue derived from sources of taxation and income provided by law. This year the deficit was over \$17,000,000, and the levying of special income and other taxes as authorized for this year only, was estimated to produce somewhat over \$3,000,000. The State tax is assessed upon the cities and towns of the Commonwealth, and finally falls upon real estate and other tangible property. For 1912 the State tax required an assessment of somewhat less than 15 cents on each \$1,000 of tangible property valuation, and in 1920 an assessment of nearly 27 cents.

NEW ACTIVITIES.

The annual appropriation made in 1920 to maintain activities and expenses, created or established since 1912, amounted to more than \$4,000,000. The distribution among the departments is about as follows:—

Secretary of the Commonwealth,—elections, absentee voting, and initiative and referendum,	\$25,000 00
Debt obligations,	947,000 00
Interest,	600,000 00
Agriculture, Division of Markets,	12,970 00
Forestry, purchase of land,	50,000 00
Education,	925,000 00
Industrial Accidents,	150,000 00
Labor and Industries,	200,000 00

Public Welfare,	\$1,055,000 00
Health,	55,000 00
Public Safety, — fire prevention district service,	28,275 00
	<u>\$4,048,245 00</u>

It would seem that after so rapid an expansion in activities there should be a disposition on the part of the public to go slow in further expansion of State government.

COST OF GOVERNMENT.

Examination of certain pay rolls leads us to estimate the increase in rates of salaries below \$2,000 per annum from 40 to 60 per cent, and for those above \$2,000 from 20 to 40 per cent, for the period since 1912.

Other investigations lead to the conclusion that the cost of conducting departmental offices has increased about 40 per cent. For a few activities a smaller percentage of increase is shown which can be attributed to less work being required, or to increased efficiency. Many departments have expanded their service, exclusive of the new activities created by law, during this period.

The cost of operating institutions appears to have increased about 80 per cent. The following tabulation shows prices paid for certain staple articles during certain years: —

	1912.	1914.	1916.	1918.	1920.
Food: —					
Butter (pound),	\$0.275	\$0.267	\$0.30	\$0.45	\$0.57
Beans (bushel),	2.772	2.40	4.702	6.00	.075 ¹
Oatmeal (barrel),	5.84	5.45	5.586	11.40	4.75
Eggs (dozen), . . . . .	.215	.225	.24	.385	.47
Flour (barrel),	5.45	4.40	5.50	11.50	14.00
Cod (pound), . . . . .	.049	.027	.04	.07	.05
Backs of beef (pound), . . . . .	.135	.095	.14	.20	.20
Fores (pound), . . . . .	.105	.105	.125	.24	.18
Sides (pound), . . . . .	.135	.125	.15	.21	.25
Fowl (pound), . . . . .	.18	.18	.22	.36	.44
Sugar (hundredweight),	4.998	4.22	7.497	7.30	22.50
Sugar (brown) (hundredweight),	4.361	3.762	6.86	6.76	10.50
Coffee (pound), . . . . .	.297	.267	.245	.157	.317
Tea (pound), . . . . .	.267	.245	.249	.271	.275
Potatoes (bushel),	1.125	.714	.746	1.74	6.59 ²
Coal: —					
Anthracite (ton),	7.50	7.30	7.50	10.25	16.22
Bituminous (ton),	4.10	4.53	4.50	9.00	10.00
Cement (barrel),	1.54	1.39	2.25	2.401	4.50
Paints (pound), . . . . .	.137	.115	.156	.235	.30
Grain: —					
Corn (hundredweight),	1.80	1.55	1.60	3.47	4.10
Dairy feed (ton),	29.50	29.75	30.75	62.00	63.00
Hay (ton),	28.00	22.00	24.00	19.00	42.00
Mattress tufts (pound), . . . . .	.245	.274	—	.892	.50
Ticking (yard), . . . . .	.137	.126	.13	.328	—

¹ Pound.² Hundredweight.

The following tabulation shows the prices paid for certain articles for the maintenance of the State House:—

	1912.	1914.	1916.	1918.	1920.
Coal (ton),	\$5.39	\$5.89	\$6.24	\$11.00	\$16.00
Laundry (hundredweight), . . . . .	.75	.75	.75	1.00	1.25

LEGISLATIVE DEPARTMENT.

Appropriations for compensation and expenses of the regular session of 1912 amounted to \$444,720. In 1920 said appropriations were \$679,925. Higher salaries for members, officials and employees is the main cause for this increase.

Certain special appropriations have been classified as legislative investigations, for which appropriations of \$51,275 were made in 1912. In 1920, \$54,900 was required to cover the same. This amount was considerably larger during a number of years between 1912 and 1920.

There were also special appropriations made to cover the expenses of the Constitutional Convention, as follows:—

1917,	\$350,500 00
1918,	231,040 41
1919,	35,000 00
1920,	3,440 51
	<hr/> \$619,980 92

In 1920 an appropriation of \$125,000 was made for the expenses of recess committees on consolidation of laws and pensions.

JUDICIARY.

Total appropriations, as classified under this heading, for 1912 amounted to \$639,923.28. In 1920 said appropriations were \$879,358.

Increases for the Supreme Judicial Court and the Superior Court have been normal, due to higher salaries.

In the case of probate courts, where the cost has increased about 53 per cent, additional clerks have been employed in the offices of registers of some of the counties, and salaries have been considerably increased.

The Land Court remains about the same as heretofore, increases being normal.

For district attorneys there has been an increase of about 87 per cent. Nine new positions have been created, and salaries substantially increased.

The Commission on Probation shows a very large increase during this period on a ratio basis. The development of the present system, which records all cases placed on probation within the metropolitan district, has required a number of new clerks, and higher salaries are being paid.

EXECUTIVE DEPARTMENT.

Appropriations for this department, exclusive of certain administrative offices placed under its control, have increased from \$141,767 in 1912 to \$155,090 in 1920. In both cases the sums include an appropriation of \$100,000 annually made to cover the entertainment of distinguished guests, expenditures authorized by law for which no appropriations are made, and the transfer, upon the recommendation of the Auditor of the Commonwealth, with the approval of the Governor and Council, of certain amounts to appropriations which have proved insufficient to meet the purposes for which they were made.

MILITIA AND NAVAL FORCES.

Appropriations to cover these requirements amounted to \$798,464 in 1912, which included a special appropriation of \$180,000 for expenses of the Lawrence strike, leaving a normal appropriation of \$618,464. In 1920 there was appropriated the sum of \$731,875. This sum, however, means very little by comparison, as, in 1912, the appropriations were made for the maintenance of the militia and military departments under the National Guard as then organized. In 1920 the militia was in a process of reorganization, and it is impossible to determine what the ultimate expenses will be. If the plan that has been talked of is carried through, a very large increased cost will have to be borne unless State officials insist upon the War Department assuming all expenses of the militia

over and above such as are not needed for the maintenance of a sufficient and properly organized force to safeguard the public against disturbances of an internal nature.

The cost of reconstructing armories to accommodate the much larger number of units which it is proposed to organize as field artillery will cause a large expense.

SUPERVISOR OF ADMINISTRATION.

Appropriations for 1920 for the expenses of this office amounted to \$32,650, this being a smaller appropriation than has been made for an entire year since the activity was established as the Commission on Economy and Efficiency. This commission, originally composed of three members, was reduced by reorganization in 1916 to a single head, and its name changed to the Supervisor of Administration. Since this reorganization there has been assigned to this Department, by law, the making up of the State budget for His Excellency the Governor, the approving of all increases in salaries, and of the filling or creating of positions in the several departments and institutions; also, the editing and fixing of the number of copies for State reports and pamphlets, in addition to other incidental duties.

ARMORY COMMISSION.

The method of financing expenditures incurred by this commission has changed since 1912. At that time the commission was authorized to construct, from time to time as needed, armories for the militia, with the approval of the Governor and Council, but without calling upon the Legislature for special appropriations. The expenses incurred for different armories, after being approved by the Governor and Council, were paid from money borrowed by the Treasurer and Receiver-General as armory loan bonds. At present this commission is on the same basis as other divisions of the government, in that it is required annually to submit estimates upon which are based appropriations for the administrative expenses of the commission, and also for the building or reconstruction of armories.

STATE AND MILITARY AID.

Appropriations in 1912 for the maintenance of the commissioner's office amounted to \$18,224.17 as compared with \$40,520 in 1920. A considerable part of this increase is due to additional work required in administering the laws allowing aid to families of soldiers of the World War.

Reimbursements to cities and towns for State and military aid amounted to \$802,064 in 1912. In 1920, \$984,000 was required to cover the same. In 1912 the appropriation was mainly for rendering aid to soldiers of the Civil War and their families, with a nominal amount for soldiers of the Spanish War. Cases under this class have become less year by year, and except for the new cases on account of the World War the appropriation would have been substantially reduced. Out of the appropriation made in 1920 it was estimated that about \$600,000 was required for aid due this class.

Massachusetts Soldiers' Home.

Appropriation, 1912,	\$95,000 00
Appropriation, 1920,	170,000 00
Appropriation, 1920, for the construction of a new building for power plant and laundry with certain equipment, . . .	137,000 00

Other War Expenses.

In 1912 appropriations were made for certain other incidental war expenses amounting to \$30,000. For 1920, \$2,800 can be classified under this heading.

STATE LIBRARY.

Appropriations, 1912,	\$27,510 00
Appropriations, 1920,	45,045 00

Appropriations for 1920 included a special item of \$5,000 for collecting and assembling information of historical interest relative to the State's activities during the World War. Otherwise, the increase is mainly due to higher cost of rendering equivalent service.

SUPERINTENDENT OF BUILDINGS.

This is an office which was created by the consolidation act of 1919. On Dec. 1, 1919, it took over the care and custody of the State House as previously conducted by the Sergeant-at-Arms. New duties were also assigned the office in the matter of purchasing supplies and equipment for State offices.

In 1912 there was appropriated for the maintenance of the State House the sum of \$163,175, and an appropriation of \$40,000 was made for special improvements. In 1920, \$378,490 was appropriated for the maintenance of the State House, and \$109,800 for special improvements. The appropriation for maintenance required some increase due to the new duties and functions assigned by law, but mainly to the increased cost of operation and a much larger floor space occupied by the departments, the east and west wings having been constructed and occupied during this period.

OTHER APPROPRIATIONS.

From time to time appropriations have been made for more or less transitory purposes, as illustrated by an appropriation of \$30,000 made in 1920 for the Commission on Consolidating and Arranging the General Laws, and \$165,000 for expenditures in commemoration of the Pilgrim Tercentenary.

An appropriation of \$30,000 was also made for the Commission on the Necessaries of Life, and \$25,000 for the Fuel Administration.

A few appropriations of minor importance were also made under this group.

No comparison is offered with appropriations made in 1912.

DEPARTMENT OF THE SECRETARY OF THE COMMONWEALTH.

The activities of this department may be divided into five parts for convenience.

For clerical assistance and other expenses necessary to carry on the requirements of law in keeping the records of the Commonwealth, such as vital records and statistics and records

of corporations and companies, there was appropriated in 1912 the sum of \$74,050. In 1920, \$132,320 was appropriated. In the main, this increase covers the added cost of maintenance and the growth of business, although a small portion might be assigned to certain new duties or requirements provided by law.

The Commissioner of Public Records, as existing in 1912, received for his compensation and expenses of his office, the sum of \$5,380. By the provisions of the consolidation act, the functions of supervising public records in the cities and towns of the Commonwealth were transferred to the Secretary's department, and an appropriation of \$7,400 was made in 1920 for the work.

For the purchase of paper for the State printing contract, \$50,000 was appropriated in 1912. In 1920 an appropriation of \$150,000 was made. Some new activities have been created in the meantime which make it necessary to purchase more paper for office forms and blanks, this being particularly true in such departments as Income Tax, Labor and Industries and Industrial Accidents, but a very substantial part is due to the marked increase in the price of paper.

For the printing of laws and annual reports there was appropriated in 1912 the sum of \$53,600, and in 1920, \$51,945.60. The fact that a substantial increase is not shown here is due quite largely to legislation passed during this period requiring the editing of copy for annual reports and other documents, and the curtailing of the number of volumes of the several editions, these duties having been added to those of the Supervisor of Administration.

The expenses for elections in 1912 amounted to \$52,900. In 1920 an appropriation of \$100,950 was made to cover the same; 1920 being a presidential year, certain items were necessarily made larger on that account, but about \$25,000 is attributed to legislation providing for absentee voting and for the publication, for the use of voters, of information relative to petitions and other material under the constitutional provisions regarding initiative and referendum.

DEPARTMENT OF THE TREASURER AND RECEIVER-GENERAL.

Appropriations for 1912 for this department amounted to \$36,560. Appropriations for 1920, required to carry on the same service, amounted to \$61,580, in addition to which the following activities had been placed within this department:—

Massachusetts State Firemen's Association, which received an appropriation of \$15,000 in 1912, and \$18,000 in 1920. This appropriation was made to be expended by a board of trustees, the majority of whom are now appointed by the Governor, to render aid in cases where firemen have been injured, or to their families when their injuries have resulted in death.

The Board of Retirement, established in 1911, supervises the payment of pensions to such employees of the Commonwealth as are not covered by other legislation for pensions, and who are required by law to contribute monthly from their salaries to provide a fund to be used in case of their retirement. Appropriations required in 1912 amounted to \$45,000; by 1920 the requirements had increased to \$74,550.

Debt Obligations.

At the beginning of 1912 —

The gross direct debt was	\$43,112,583 33
The sinking funds amounted to	22,322,573 52
<hr/>	
Net direct debt,	\$20,790,009 81

At the beginning of 1920 —

The gross direct debt was	\$60,914,265 88
The sinking funds amounted to	20,481,061 27
<hr/>	
Net direct debt,	\$40,433,204 61

Appropriations made in 1912 from the general fund for reducing the debt were,	\$441,088 82
Appropriations made in 1920 from the general fund for reducing the debt were,	1,558,947 74

Other sums set aside in 1920 for reducing the debt, which did not have a direct effect upon the State tax, were as follows:—

There was collected the sum of \$5,535,772.49 from certain sources of taxation, as required by chapters 283 and 342 of the General Acts of 1919 to meet the authorized expenditure of \$20,000,000 for recognition of the service of soldiers, sailors and marines in the World War, on account of which notes to the amount of \$10,000,000 were issued in 1919.

There was appropriated from the receipts of the sale of the Boston Dry Dock the sum of \$2,078,561.59 to purchase outstanding serial bonds of the loan for the development of the port of Boston.

The following appropriations were required in 1920 to meet serial bonds becoming due in the case of loans for purposes new since 1912: —

Development of the port of Boston (Acts of 1911, c. 748), .	\$250,000 00
Harbor improvements (New Bedford and Fall River) (Acts of 1914, c. 693; 1915, 279),	60,000 00
Western Massachusetts Highway (Acts of 1915, c. 221), .	144,000 00
State House construction (Acts of 1913, c. 830; 1916, 256),	110,000 00
Soldiers of Civil War, gratuity (Acts of 1912, c. 702), . .	48,000 00
Massachusetts Military Service (Acts of 1916, c. 310; 1917, 211),	300,000 00
Massachusetts Emergency Loan (Acts of 1918, c. 278), .	35,000 00
	<hr/>
	\$947,000 00

Annual Interest.

Appropriation, 1912,	\$1,346,680 00
Appropriation, 1920,	1,939,000 00

These figures show that money borrowed since 1912 has increased by almost \$600,000 the annual interest charge.

DEPARTMENT OF THE AUDITOR OF THE COMMONWEALTH.

Appropriations, 1912,	\$38,550 00
Appropriations, 1920,	74,075 00
Increase of 92 per cent.	

The work of this department, like that of the Treasurer and the Attorney-General, depends upon the activities of other branches of government. It appears, however, that the appropriations for this department have increased more rapidly than either of the other two.

Unclassified Accounts and Claims.

For non-contributory pensions there was appropriated in 1912 the sum of \$59,000. In 1920, \$88,535 was appropriated. This amount covers pensions paid to soldiers of the Civil War retired from State service, prison officers retired from said service, district police officers, and women formerly employed as cleaners about the State House.

In 1920 there was appropriated the sum of \$18,000 for compensation for injuries to workmen, mechanics and laborers in the State's service. This is a new item provided by law since 1912.

The sum of \$10,064.57 was also appropriated to pay annuities and pensions provided by special acts of legislation. This amount covers certain annuities paid to Indians in the relation of wards of the Commonwealth, and to certain persons on account of injuries or accidents while serving the public, a large proportion being on account of military service.

Appropriations for the maintenance of metropolitan boulevards, which expense is divided fifty-fifty between the metropolitan district and the Commonwealth at large, show an increase for the State's proportion from \$94,741.50 to \$264,177.50. This increase is, of course, more than can be chargeable to higher cost of labor, materials, etc. It may, to some extent, be due to a higher standard of maintenance, particularly with regard to the resurfacing and rebuilding of boulevards from time to time.

DEPARTMENT OF THE ATTORNEY-GENERAL.

Appropriations for this department in 1912 were \$51,150, in 1918, \$56,000, and in 1920, \$90,500.

It is customary to allow for contingencies and emergencies in the appropriations of this department. The marked increase in the functions of State government, with particular reference to the new activities upon which the State has embarked during the past few years, has added materially to the work and duties of this department.

DEPARTMENT OF AGRICULTURE.

For the old Board of Agriculture there was appropriated in 1912 a total of \$83,635.21. In 1920 the appropriations amounted to \$125,900. Of this amount, the sum of \$12,970 was appropriated for a Division of Markets, this being a new service not carried on in 1912. The remainder of the increase is taken up by the increased cost of operation.

DEPARTMENT OF CONSERVATION.

This department is made up of the Division of Forestry, the Division of Fisheries and Game, and the Division of Animal Industry.

Division of Forestry.

This division combines the old office of the State Forester and the State Forest Commission created by chapter 720 of the Acts of 1914 to expend \$90,000 for the purchase of land suitable for forestry at an expense not exceeding \$5 an acre.

In 1912 the total appropriations for the State Forester were \$379,000, of which amount \$325,000 was appropriated for the suppression of gypsy moths. Appropriations for the Division of Forestry in 1920 were \$391,200, of which amount \$210,000 was appropriated for the suppression of gypsy moths. The annual appropriations for the suppression of gypsy moths have, therefore, decreased, but the functions of forestry have been added to and enlarged upon to an extent which has more than offset the saving in gypsy-moth suppression.

The appropriations for 1920 include an item of \$20,000 for the maintenance and planting of lands purchased by the former State Forest Commission. Under chapter 604 of the Acts of 1920 the State is obligated to an expenditure of \$3,000,000 in a period of fifteen years, and an initial appropriation of \$50,000 was made in 1920.

The other items of appropriation for this division, including maintenance of nurseries and forest fire service, show a normal increase.

Division of Fisheries and Game.

The appropriations for 1912 for the Commission on Fisheries and Game were \$101,563.33. In 1920 there was appropriated for the annual maintenance of the division the sum of \$193,892, and \$15,575 for improvements at the game farms and fish hatcheries operated by the division. For the enforcement of laws, covering the salaries and expenses of deputies, there was appropriated in 1920 the sum of \$69,800, and for biological work the sum of \$6,530. These two amounts may be compared with an appropriation in 1912 of \$58,670, although a certain part of this latter item was, in that year, devoted to propagation work. For the operation of game farms and fish hatcheries, and work incidental to propagation, there was appropriated in 1920 the sum of \$85,887. This appropriation covered considerable extension and new work not attempted in 1912.

The receipts of this division from hunters' licenses in 1920 amounted to \$70,685.65, so that it appears the State is spending more money for propagation work than it is collecting in the form of license fees for hunting and fishing, and in addition thereto it is spending for the enforcement of laws about as much more as is received from hunters' licenses.

Chapter 351 of the Acts of 1919 provided for the appointment of an inspector of fish, to be located in this division, thereby creating a new activity. In 1920 an appropriation of \$5,500 was made to cover the same, and it is likely that this service will show some increase in succeeding years.

Division of Animal Industry.

For the service represented by this division an appropriation of \$113,900 was made in 1912. In 1920 an appropriation of \$145,450 was made. This increase appears to cover the normal increase in the cost of carrying on the work, although some developments, costing additional money, have come about in this period. This is particularly true with regard to the work being done on hog cholera.

DEPARTMENT OF BANKING AND INSURANCE.

This department is made up of three independent divisions, — the Division of Banks, with a subdivision for loan agencies, the Division of Insurance, and the Division of Savings Bank Life Insurance.

Division of Banks.

In 1912 appropriations for the Bank Commissioner, the predecessor of the Division of Banks, amounted to \$84,154.11. In 1920 there was appropriated the sum of \$192,200. This increase represents something more than the normal increase due to the high cost of government, inasmuch as many banks previously carrying on a banking business under a national charter have been rechartered by the State as trust companies. There is also the increase in banks corresponding with the increase in business and wealth of the Commonwealth at large.

The Bureau of Loan Agencies, which under the consolidation of departments was constituted a part of the Division of Banks, inherits the functions of the Supervisor of Loan Agencies. In 1912, \$10,000 was appropriated, and in 1920 an appropriation of \$8,300 was required. It would indicate, in this particular case, that cost of the organization required for the service is rather less than was anticipated at the inception of the activity.

Division of Insurance.

For the old Insurance Commissioner there was appropriated in 1912 the sum of \$89,510. For carrying on essentially the same service \$118,300 was required in 1920.

Division of Savings Bank Life Insurance.

For the service of this activity there was appropriated in 1912 the sum of \$15,000. The natural increase in the cost of supervision and publicity work in order to make the service successful required appropriations of \$22,500 in 1920.

DEPARTMENT OF CORPORATIONS AND TAXATION.

The appropriations for the old office of the Commissioner of Corporations and Taxation in 1912 were \$87,550. In 1920 the appropriations were \$142,880. Since 1912 the taxation laws have been somewhat changed, so that the service represented by the appropriations of 1920 is rather more complex than in 1912.

Appropriations for the Income Tax Division for 1920 were \$408,460. This division was created to administer the income tax law of 1916, chapter 269. The proceeds of this tax are distributed to the cities and towns after the expenses of administration have been deducted, so that these appropriations do not have a direct bearing upon the State tax.

For the Division of Accounts there was appropriated in 1920 the sum of \$81,600. The service of this division was extended by chapter 245 of the Acts of 1920. This division has inherited, by the operation of the consolidation of departments, the work formerly carried on by the old Bureau of Statistics in municipal accounting, and the work of the Controller of County Accounts.

DEPARTMENT OF EDUCATION.

This department conducts activities for which in 1912 appropriations of \$1,485,484.58 were made. Excluding appropriations for maintenance of boarding halls at normal schools and certain special appropriations, the total for this department for 1920 was \$3,637,123.88. About \$925,000 was required to meet the needs of new activities authorized by laws passed in the last ten years. Therefore, in order to make a comparison with 1912 we should reduce the 1920 appropriation to \$2,711,623.88, which shows an increase of about 80 per cent to cover the higher costs for the same standard of service and the enlargement of service in certain lines.

The following list shows the purposes of the new legislation requiring annual appropriations:—

High school transportation,	\$38,000 00
Independent industrial schools,	300,000 00
University extension,	162,000 00
Division of education of aliens,	36,500 00
Americanization,	110,000 00
Sight-saving classes for, and aid and relief of, needy blind, .	75,000 00
Division of free public libraries,	10,000 00
Teachers' pensions,	194,000 00
	<hr/>
	\$925,500 00

The increase of 80 per cent, previously referred to, is made up as follows: —

	1912.	1920.	Increase.
Administration and miscellaneous requirements of law.	\$80,989 00	\$121,835 00	\$40,846 00
Reimbursement, district school superintendents' salaries.	85,000 00	80,000 00	5,000 00 ¹
High school tuition,	71,000 00	113,000 00	42,000 00
Education of deaf and blind pupils,	145,500 00	253,000 00	107,500 00
Commission for the Blind,	60,000 00	121,790 00	61,790 00
Massachusetts Agricultural College, maintenance, .	318,800 00	732,200 00	413,400 00
Massachusetts Nautical Training School,	67,000 00	87,350 00	20,350 00
Normal schools,	439,633 25	816,480 00	376,846 75
Textile schools,	127,338 00	272,694 00	145,356 00

¹ Decrease.

DEPARTMENT OF CIVIL SERVICE AND REGISTRATION.

Appropriations for the Division of Civil Service have increased from \$51,400 in 1912 to \$98,200 in 1920. Of this increase, probably not more than one-half is occasioned by larger salaries and higher cost of office supplies and equipment. The service of the division is State-wide, and it is estimated that more than one-half of the expense is on account of service for the cities and towns for examinations, and of pay roll examinations and investigations for the supervision of the service. Some new legislation has been passed to this effect. The field is so large that a vast amount of detail work is involved in carrying on the service required by law.

The Division of Registration combines eight separate boards of registration and examination. The Board of Examiners of

Electricians has been established since 1912. Total appropriations for 1920 amounted to \$46,175. This sum is amply covered by fees collected for services rendered by these boards. It is believed that a saving of money would be accomplished, and that it would be more convenient for the public, if these boards were required to keep their records, and combine, as far as possible, the financial and clerical work with regard to supplying information to the public into one office in the State House.

DEPARTMENT OF INDUSTRIAL ACCIDENTS.

This service was established by chapter 751 of the Acts of 1911. In 1912 it was just beginning to function, and appropriations of \$24,500 were sufficient. In 1920 appropriations of \$172,626.88 were made, so it appears that an item of about \$150,000 must now be covered by the State tax in excess of appropriations of 1912, due to remedial legislation for the humane treatment of persons injured in industrial establishments.

DEPARTMENT OF LABOR AND INDUSTRIES.

This department combines the service previously rendered by the old Board of Labor and Industries, so much of the Bureau of Statistics as covered labor and manufacturing statistics and free employment offices, the Board of Conciliation and Arbitration, the Minimum Wage Commission, the Commissioner of Standards and the Surveyor-General of Lumber.

The Board of Labor and Industries was created by chapter 726 of the Acts of 1912, and the Minimum Wage Commission by chapter 706 of the same year.

The statistical service shows a nominal increase of about \$10,000, and that of free employment offices an increase of about \$30,000, due to higher salaries and wages and enlarged service.

Conciliation and arbitration shows a small increase.

The service of minimum wages is practically all new.

The inspection of standards shows an increase of about \$16,000, some additional work having been authorized by law, and the service extended.

The survey of lumber is supported by fees paid by the industry, so that this service has no effect upon the State tax.

Chapter 514 of the Acts of 1920 placed the Commission on Foreign and Domestic Commerce in this department. For this service there was later appropriated the sum of \$15,000.

In 1912 the total appropriations for these services amounted to about \$110,000. In 1920 the total appropriations amounted to \$369,925. Making allowances for the survey of lumber and normal increases in the older divisions, it appears that \$200,000 of this increase is properly chargeable to recent legislation for the enforcement of labor laws and improved labor conditions.

DEPARTMENT OF MENTAL DISEASES.

The service of this department requires the largest appropriation of all State departments. It supervises or controls ten institutions for the insane, two schools for the feeble-minded and the hospital at Monson for epileptics. There was also transferred to this department the supervision of the activities of the trustees of the Norfolk State Hospital, now leased to the Federal authorities. The types of patients formerly cared for at Norfolk were dipsomaniacs and inebriates. Due to prohibition and other causes, the number of patients to be treated at said hospital has been reduced to so small a number that they are now being cared for in private institutions.

Appropriations, 1912: —

Work done in main office,	\$122,500 00
Maintenance of the several institutions,	3,169,770 89
Special appropriations for improvements and develop- ments,	756,677 00
	<hr/>
	\$4,048,947 89

Since 1912 land has been purchased and building operations begun at Belchertown for a new school for the feeble-minded: —

Appropriations, 1920: —

Work done in main office,	\$128,565 00
Maintenance of the several institutions,	7,089,927 00
Special appropriations for improvements and develop- ments, including school at Belchertown,	875,192 00
	<hr/>
	\$8,093,684 00

The number of patients maintained by the institutions in this group has increased from 13,631 in 1912 to 16,808 in 1919. It is probable that about 80 per cent represents the ratio of increase in the per capita cost for maintenance between 1912 and 1920. The balance of the increase has, therefore, been required for the maintenance of something over 3,000 patients more than in 1912. The increase in number was considerably greater from 1912 to 1916 than it has been during the last four years.

During the period from 1912 to 1920, inclusive, there has been appropriated for improvements and developments in these institutions the sum of \$6,566,907.79, which for convenience may be arbitrarily classified under the following heads:—

Patients' buildings,	\$2,429,564 43
Nurses' buildings,	620,436 00
Other employees,	20,651 64
Power plants,	743,803 00
Land,	386,600 00
Other buildings and improvements,	<u>2,365,852 72</u>
	\$6,566,907 79

There has not been a corresponding increase in the number of employees of the institutions due to the difficulty in obtaining satisfactory persons for the service. Every year since 1916 the number of employees has been considerably below the quota allowed for the service.

DEPARTMENT OF CORRECTION.

This department is successor to the Board of Prison Commissioners as it existed in 1912, and includes the functions of the Board of Parole originally established in 1913. Five institutions come under the control of this department.

Appropriations, 1912:—

Expenses of board,	\$38,200 00
Five institutions,	<u>873,662 09</u>
	\$911,862 09

Appropriations, 1920:—

Corresponding activities and Board of Parole,	\$109,595 00
Five institutions,	<u>1,294,795 00</u>
	\$1,404,390 00

Exclusive of the institutions, the appropriations for 1920 carry an item of \$14,000 for the supervision of prisoners in camps when employed away from the institutions, this being a development since 1912.

The Board of Parole, composed of three persons, is a new agency with a chairman at \$3,500 per annum, one member at \$2,000, and a deputy to the commission ex officio. This Board requires some clerical assistance, and the larger the number of prisoners paroled the more parole agents needed.

At the present time there is one more institution in this group than in 1912, the State Farm having been transferred from the State Board of Charity group in 1919. Three transportation attendants, employed by the Board of Charity for taking persons to and from the State Farm, were transferred to this department with the institution.

There are now 33 employees attached to the office as compared with 13 in 1912.

Parole officers now number 11, while in 1912 there were only 4, and the present number of clerks and stenographers is 13 as compared with 5 in 1912.

The activities of the Board of Parole, the recording of finger prints, and certain other developments of the times would require some increase.

The number of inmates of the five institutions has decreased from 4,426 in 1912 to 2,965 in 1919. Excluding the State Farm, which was not under the control of the Board of Prison Commissioners in 1912, we find that the number of inmates for the other four institutions has decreased from 1,811 in 1912 to 1,366 in 1919.

DEPARTMENT OF PUBLIC WELFARE.

This department succeeds to the functions of the State Board of Charity, and includes the Trustees of Massachusetts Training Schools with three institutions, and supervises the Massachusetts Hospital School and State Infirmary. The functions of the Homestead Commission have also been transferred to this department.

For administration there was appropriated in 1912, \$22,200 as compared with \$33,350 in 1920.

The Division of Aid and Relief carried appropriations of \$243,922 in 1912. In 1920 appropriations were made of \$1,469,400. Of this increase \$775,000 was for mothers' aid, which has been provided by legislation since 1912. Another item in this division which seems to require explanation is the appropriation for temporary aid. This appropriation has increased from \$45,000 in 1912 to \$375,000 in 1920. The main reason is a change of law in 1912 permitting discretion as to the rendering of adequate relief. It has materially raised the standards for relief. There is also a considerable allowance included in the 1920 appropriation to extinguish a deficit of about \$125,000 carried over from last year.

The appropriations for 1912 for the Division of Child Guardianship were \$636,500, and for 1920 \$1,115,550. The function of this division is the support and maintenance of indigent and neglected children and pauper infants. The cost of board in families and for clothing, medical attendance, etc., has increased about in proportion to other costs of these times. Some small part of the increase is, of course, due to a larger number of children being cared for, although in the last two or three years the percentage of yearly increase has been about 2 per cent, whereas in 1912 it was from 5 to 7 per cent.

For the administration and maintenance of the two divisions of parole for boys and girls under the Massachusetts Training Schools, there was appropriated in 1912 the sum of \$47,700. In 1920 an appropriation of \$105,332.50 was made. There has been a considerable increase in the number of wards, as is shown by the average number at the Lyman School for Boys, which increased from 358 in 1912 to 500 in 1918. Since 1918 there has been a slight falling off in the average number of children at this school, but in consequence of this the parole agents have more cases to cover, and it has been necessary to appoint additional agents in the boys' parole division. The number has increased from 6 to 12, which increase permits of more attention being given to individuals than was formerly the case. However, at present, each visitor has an average of 200 cases in his charge. In the girls' parole division the number of visitors has increased from 9 to 11. It will consequently be seen that the increase for carrying on the work of

these parole agencies is due, to a considerable extent, to larger numbers to be looked after and a closer supervision of the individual cases.

The maintenance of the three schools, Industrial School for Boys, Industrial School for Girls and Lyman School for Boys, has increased from \$248,729.13 in 1912 to \$539,750.00 in 1920. This increase in appropriations takes care of an increase in numbers from 839 in 1912 to over 1,100 at present.

The per capita cost shows an increase between 1912 and 1920 of from 60 to 70 per cent.

The Massachusetts Hospital School for treatment of crippled children had an average number of 228 patients in 1912, while at present there are about 260. The per capita cost for maintenance during this period has increased about 80 per cent.

In 1912 the appropriations for the State Infirmary amounted to \$418,000, and in 1920 to \$884,813. The number of inmates at that time was 2,283, which is rather more than the present population. The final figures for 1920 will probably show an average of slightly under 2,200. The per capita cost at this institution has a little more than doubled. This is one of the largest institutions in the State, and has received \$128,638 in special appropriations since 1912 for constructing buildings to house their employees, and about \$62,000 for improvements in their power plant and auxiliary equipment.

DEPARTMENT OF PUBLIC HEALTH.

This department as now constituted includes the functions and activities of the old State Board of Health, the Trustees of Hospitals for Consumptives with four sanatoria and the Penikese Hospital, so called, for lepers.

The comparison between appropriations for 1912 and 1920 for the field covered by the old State Board of Health shows that \$191,200 was appropriated in 1912 and \$429,122.50 in 1920, from which might well be deducted an appropriation of \$75,000 for a special investigation of water supply sources. The service for 1920 shows a large increase for the enlargement and development of old functions, as well as the taking on of new work, some part of which is due to new legislation.

As to the increase due to the development of old functions and that due to new law, we find that the Division of Hygiene as now constituted received an appropriation of \$39,145. While this work may have been covered to some extent in 1912, it was not then recognized as a division, and it is probably true that the activities in informing and educating the public in matters of hygiene, particularly with regard to infants, have enlarged to an extent represented by a cost of \$30,000 a year.

The Division of Communicable Diseases has been developed to some extent, although the increase represented here would be mainly due to the normal increase in salaries.

The Division of Venereal Diseases received for 1920 appropriations for administrative and disseminating information purposes the sum of \$16,542.50; also, appropriations of \$9,025 for the manufacture of arsphenamine. This total of over \$25,000 covers work for which no appropriation was made in 1912. The expense of maintaining the laboratories and of distributing antitoxin and vaccine lymph was met in 1912 by an appropriation of \$20,000. In 1920 this division received appropriations of \$56,240. Here, again, there has been a considerable increase in the cost of manufacture, not only in personal services, but also in the cost of materials and supplies used in the laboratories. In addition, there are to-day being manufactured a number of new serums for the treatment of diseases which were not attempted in 1912. The list would include typhoid fever, pneumonia and spinal meningitis.

For the Division of Food and Drugs, appropriations in 1912 amounted to \$24,000, and in 1920 to \$39,750. This division has taken on during that period some new work, and the laboratory is performing services not rendered in 1912. The increase here is mainly due to higher salaries and wages and for supplies.

The Engineering and Laboratory Divisions for water supply and sewage disposal cover about the same field now as in 1912, but have undertaken, beginning in 1919, a general investigation of the needs of water for domestic purposes, and the available sources for meeting these needs, upon a much more general and comprehensive plan for the entire Commonwealth than has ever before been attempted.

In regard to the work taken over from the Trustees of Hospitals for Consumptives, the first item of interest appears to be the appropriations for subsidies to counties and cities maintaining tuberculosis sanatoria. This is a matter which had not made itself felt to any great extent in 1912, and means an addition of \$150,000 in annual appropriations up to the present date. The four State sanatoria, in common with all State institutions, show a very large increase in the amount of appropriations required. The annual appropriations for the maintenance of these four institutions in 1912 were \$435,710, as compared with \$865,916 in 1920. The average daily number of patients treated in 1912 was 867, and in 1920 will probably be a little under 1,050. The weekly per capita cost in 1912 varied at the different institutions between \$9 and \$10. For 1920 there are indications that the per capita cost will run from somewhat over \$15 to possibly \$17 per week.

The appropriation for the Penikese Hospital is about \$35,000 annually. Some increase is noticeable here, but there are fewer patients. In 1912 the daily average number was 15, and in 1919 it was 11, which number is probably about what will result in 1920. The service of this institution will be unnecessary after such time as the United State authorities complete the construction of a national hospital under appropriations heretofore made.

DEPARTMENT OF PUBLIC SAFETY.

Into this department was brought, by consolidation, the service of the district police together with the service of the Fire Prevention Commissioner, established in 1914. Chapter 619 of the Acts of 1920 established the Boxing Commission which was thereby placed in this department. The Commissioner of Public Safety is chairman of said Boxing Commission.

Appropriations for district police in 1912 amounted to \$208,695. For similar service in 1920, with a somewhat reduced number of inspectors, appropriations totaled \$272,096.

Certain duties of the district police were transferred to the Board of Labor and Industries by chapter 726 of the Acts of 1912, thirteen inspectors being transferred to said Board, so

that the present personnel, by comparison, is less than in 1912.

Salary increases are the main cause for the increased appropriations. The inspectors were receiving \$1,500 per annum in 1912, and are now receiving \$2,400 per annum.

For fire prevention district service there was appropriated the further sum of \$28,275, said amount being covered by assessments upon the district served.

The appropriation for expenses of the new Boxing Commission is to be made from license fees paid for exhibitions.

DEPARTMENT OF PUBLIC WORKS.

This department includes the Division of Waterways, charged with the responsibilities of the maintenance, control and development of State-owned property and the improvement of waterways. It also includes the Division of Highways, which carries on the construction and improvement of highways, and attends to the registration of motor vehicles and the collection of all fees from the owners and operators thereof.

Division of Waterways.

The Division of Waterways now administers activities and development programs for which, in 1912, expenditures of about \$500,000 were made. The total appropriation in 1920 for similar work was \$1,105,900.

Of the \$500,000 expended in 1912 nearly \$55,000 represented administrative and general work, including engineering overhead; \$182,000 was appropriated for harbor improvements outside of Boston Harbor, and the balance was principally for improvements about and development of the State property adjacent to Boston Harbor.

Dredging channels and improving minor harbors along the coast line to provide harbors of refuge for fishermen and others, as well as to make more attractive the seacoast for summer residents, has been an accepted policy of the Commonwealth for many years. In 1909 the Governor called attention to the fact that appropriations for some of these so-called im-

provements were not necessary. He stated that they had not been made in a proper and systematic way, and recommended that an annual appropriation be placed in the hands of the commission to be expended at their discretion in carrying out such improvements as they might find desirable, with authority to accept contributions from local communities and private persons in lieu of the many special appropriations previously made. The first appropriation based upon this recommendation was made in 1910 in the sum of \$100,000. From a practical and budgetary standpoint this principle appears too sound to require discussion. The insistent demands of certain localities, backed by sufficient political strength, have since resulted in some special appropriations being made, but in the main the principle has been adhered to. The amount has been increased so that the division now has an annual appropriation of \$250,000 for the purpose.

Port of Boston. — For development there was expended in 1912, under the supervision of the Directors of the Port of Boston, about \$240,000. This board was reorganized in 1916, and its activities brought into the Department of Public Works by an act of the year 1919. The proceeds of a loan of \$9,000,000, certain special appropriations and income from port property, certain permits and privileges have since been put into improvement projects for the port of Boston. This has resulted in the construction of a dry dock at an expense of \$3,100,000 (this dock has recently been sold to the United States government), the completion of Pier No. 5, South Boston, for about \$4,000,000, the taking of certain land at East Boston at a cost of over \$1,350,000, reclamation and development projects at East Boston amounting to \$520,000, Hayward Creek improvements, over \$170,000, and numerous other improvements of minor importance. The importance of the control of undeveloped water frontage has been partially recognized for many years. For more than fifty years the State has owned, and from time to time developed, portions of the so-called Commonwealth's flats at South Boston. The total area of land bought and acquired amounts to 666 acres, 137 of which have been devoted to streets and the Reserved Channel; 171 acres have been sold, leaving 358 acres still

owned by the State, together with two piers and other valuable appurtenances. The systematic and orderly development of the water front is understood to be the principal reason for State control and development. It is, however, pertinent to point out that expenditures for improvements made too far in advance of the time when commerce and industry will need additional space result in loss of dollars out of the State treasury. In other words, experience to date does not indicate that sufficient amounts have been realized from sales of property to cover both cost and interest on the investments.

Other port of Boston State property includes Hayward's Creek, Quincy and Braintree, where, after the sale of 28 acres, about 70 remain; at East Boston, east and north of Jeffries Point, 832 acres; Pier No. 1, East Boston, about 11 acres. A large portion of these tracts has been acquired since 1912, and the projects for development are mostly of comparatively recent date.

The financing of work in this division is to a considerable extent covered by the income of State property from rentals, leases, permits and privileges, and from the sale, from time to time, of land. The income which can safely be counted upon annually amounts to about \$300,000. This sum is almost always increased by sales of land, seldom by less than \$100,000 and occasionally running to a large figure, as has happened twice when land was sold to the Federal government.

Division of Highways.

This division is the successor of the Highway Commission, for which service the authorized expenditures in 1912 amounted to about \$2,000,000, the same being raised from the following sources:—

Motor vehicle registration fees,	\$601,772 30
Authorized bond issue,	1,000,000 00
General fund appropriations,	379,500 00

Appropriations for 1920 amounted to almost \$5,000,000, and were derived from the following sources:—

Motor vehicle registration fees,	\$3,574,840 56
Special assessments,	558,889 44
General fund appropriations,	800,000 00

All the revenue from registration of motor vehicles is required by law to be expended for purposes of this division. The increase in this revenue by almost sixfold is indicative of the rapid growth of the use of motor vehicles which has made necessary radical changes in highway construction and maintenance. The cost of registration, collection of fees and enforcement of law, as represented by a percentage ratio, shows a substantial saving per dollar collected as between 1912 and 1920, notwithstanding the fact that the laws for investigation, examination and enforcement of laws for the safety of the traveling public are to-day more comprehensive than in 1912.

Heavier traffic, both as to number of vehicles and weight of load, has required a better type of construction as to foundation, width of traveled way and wearing surface, so that while contract work has more than doubled in cost, the great increase in appropriations for road work is partially due to the need of more expensive types of roads.

The item of revenue appropriation appears to have a little more than doubled, but would, except for a change in policy, show a decrease. In 1912 expenditures of \$1,000,000 a year were financed from borrowed money. This policy has been changed to the "Pay-as-you-go" policy by making appropriations in 1919 and 1920 for State road construction out of the general fund, which has a direct effect upon the State tax. At the beginning of the fiscal year 1920 there were outstanding bonds amounting to \$8,925,000 which had been issued for general State road construction, and \$1,640,000 additional in bonds outstanding which had been issued for the western Massachusetts highways, carrying an interest obligation of over \$350,000, and requiring appropriations for paying maturing serial bonds of \$584,000, or a total appropriation for 1920 of \$934,000 to cover debt obligations for State highways previously constructed. It is, therefore, apparent that while the change of policy results in a double burden for a time, it will eventually, if adhered to, mean the annual saving of at least \$350,000 in interest charges.

DEPARTMENT OF PUBLIC UTILITIES.

The functions of this department may be divided into three classes, as follows:—

Supervision of railroads, railways and telephones.

Supervision of electric light, gas, power and water companies.

Enforcement of statutes providing for abatement of smoke.

The total appropriation of this department is made in three groupings in accordance with the division of functions as outlined above.

The supervision of railroads, railways and telephones was inherited from the Public Service Commission, to whose duties and powers it succeeded by the consolidation act. The Public Service Commission was created by chapter 784 of the Acts of 1913, and acquired the supervision of railroads and railways from the old Railroad Commission, and at the same time acquired the supervision of telephones previously exercised by the Highway Commission. Under the old Railroad Commission, that is, up to 1913, the expenses of this work were financed by special assessment levied on the companies supervised. From 1913 up to the present time the expenditures of this division have been made out of the general fund. In 1912 the appropriations for this division amounted to \$88,000. For the Public Service Commission, with considerably increased powers, the annual appropriations were something over \$175,000. In 1920, the first year under the consolidation, the appropriations for this division were reduced to \$146,865, and further decreases are expected.

The supervision of electric light, gas, power and water companies was carried on prior to consolidation by the Gas and Electric Light Commissioners. In 1912 the appropriation for this work was approximately \$48,000. In 1920 the appropriation was approximately \$65,000, an increase of 36 per cent. The increase in the work of this division is largely due to increased population and wealth of the Commonwealth. No considerable increase in work has resulted from new laws. Under the law these appropriations are covered by assessments made by the Tax Commissioner upon the companies supervised.

The authority for the enforcement of the statutes providing for smoke abatement was formerly vested in the Gas and Electric Light Commissioners, and covered the smoke abatement in the city of Boston and vicinity. The expense incurred by this division is covered by special assessments upon the municipalities for whose benefit the service is carried on. Appropriations for this work from 1912 to date have carried from \$7,500 to \$8,500. No particular changes in law have taken place during this period.

The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

SUPERVISOR OF ADMINISTRATION

FOR THE

YEAR ENDING NOVEMBER 30, 1921



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SUPERVISOR OF ADMINISTRATION.

The Commonwealth of Massachusetts

STATE HOUSE, Dec. 1, 1921.

To the Honorable Senate and the House of Representatives.

In compliance with statutory requirements, I submit herewith the sixth annual report for the Department of the Supervisor of Administration for the financial year 1921, being the fifth full year of its operation.

Respectfully submitted,

THOMAS W. WHITE,
Supervisor of Administration.

The Commonwealth of Massachusetts

ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

FINANCIAL SUMMARY.

A statement of appropriations granted by the Legislature for the Department of the Supervisor of Administration for the fiscal year of 1921, expenditures therefrom, and balances which were returned to the treasury of the Commonwealth follows:—

	Appropriation.	Expenditures.	Balance.
Salaries, Supervisor and deputy . . .	\$10,500 00	\$10,500 00	—
Other personal services	21,150 00	14,085 33	\$7,064 67
Other expenses	2,525 00	1,463 27	1,061 73
Totals	\$34,175 00	\$26,048 60	\$8,126 40

In accordance with chapter 53 of the Resolves of 1921, a special commission was established to investigate problems relating to the organization, work and expenditures of the existing administrative departments of the Commonwealth. This commission was authorized to avail itself of the services of the Supervisor of Administration. Because of the fact that the services of this Department were rendered to the special commission, and that the commission itself will report to the General Court on the first Wednesday of January, 1922, I am making no specific recommendations along the lines of administrative problems in this report.

WORK PERFORMED.

The work performed during the past year, in addition to the regular routine of the Department and the specific problems referred to it for study and report, includes many conferences with departmental officials and employees, as well as with com-

mittees of the Governor's Council and of the General Court, on a wide range of questions which had to deal not only with facts and conditions, but also with matters of administrative policy and procedure.

Some 255 reports were submitted to the Governor and the Executive Council. The majority of these, 188, were relative to outside travel, 24 concerned salary increases, 14 were about appointments, 10 referred to retirement of State and county employees, and the other 19 were all special investigations. One report was submitted to the Legislature in accordance with the provisions of chapter 50 of the Resolves of 1920, providing for an investigation of expenditures by registers of probate in the several counties. Based on this report chapter 42 of the Acts of 1921 was enacted extending the budget system to expenditures for clerical assistance in the several registries of probate.

LEGISLATIVE ENACTMENTS OF 1921 AFFECTING THIS DEPARTMENT.

Included in the legislation passed by the last session of the General Court was chapter 42 of the Acts of 1921, extending the budget system to expenditures for clerical assistance in the several registries of probate. In accordance with this provision the clerks in the various registries of probate have been classified, and salaries are now fixed by the means prescribed in sections 45 to 50 of chapter 30 of the General Laws.

Chapter 225 of the Acts of 1921 reads: —

Except as otherwise expressly provided, all fees or other money received on account of the commonwealth shall be paid daily into the treasury thereof, but if in the opinion of the supervisor and the state treasurer the interests of the commonwealth require, payments may be made weekly in accordance with such rules and regulations as the state treasurer may prescribe.

In accordance with this chapter the Supervisor has approved, at the request of the Treasurer, payment weekly instead of daily into the treasury by several departments where it was deemed advisable to do so.

Chapter 30 of the Resolves of 1921 authorized the Commissioner of Public Health and the Supervisor of Administration to

sell, with the approval of the Governor and Council, Penikese Island and the buildings situated thereon. Advertisements were placed in several papers, but no satisfactory bids were secured and no definite action has been taken.

Chapter 43 of the Resolves of 1921, which established a special commission to investigate problems relating to the organization, work and expenditures of the administrative departments of the Commonwealth, also provided that the commission might avail itself of the services of this office. Several conferences have been held and considerable data furnished in accordance with this resolve.

BUDGET.

Estimates for the fiscal year of 1921 were collected and submitted to the Governor for use in preparing his annual budget, and at the present time estimates for the coming year have been received from various departments, commissions, etc., and are being studied and put in proper form for submission to His Excellency.

PLANS FOR BUILDING OPERATIONS.

Boards, departments or commissions having in charge building operations are required to file copies of preliminary studies and reliable estimates of cost with the Supervisor of Administration on or before the fifteenth day of October of the year preceding reference to the General Court, with request for appropriation.

Accordingly the following plans and estimates have been submitted to the Supervisor: —

From the Department of Correction, plans for a new State Prison at Bridgewater; plans for a re-enforced concrete trestle for the Reformatory for Women at Sherborn.

From the Trustees of the Massachusetts Agricultural College, plans for a chemistry building, and for a horticultural manufacturers' building.

From the Trustees of the Massachusetts Nautical School, plans for a school building.

From the New Bedford Textile School, plans for a president's building.

From the Bridgewater Normal School, plans for a coal trestle.

From the Framingham Normal School, plans for a coal pocket.

From the Fitchburg Normal School, plans for a central heating plant.

From the Department of Public Health, Division of Tuberculosis, plans for an employees' building at the Rutland State Sanatorium; plans for an addition to the chapel and laboratory at the Lakeville State Sanatorium; and plans for locker rooms and quarters for male employees at the North Reading State Sanatorium.

From the Trustees of the Boston State Hospital, plans for a bakery, for a coal-dumping trestle, for a balcony in C building, and for a balcony in G building.

From the Gardner State Colony, plans for a hospital building.

From the Grafton State Hospital, plans for a proposed water pipe extension.

From the Massachusetts School for the Feeble-minded (Waverley), plans for a central heating and power station, and for an addition to the nurses' home.

From the Monson State Hospital, plans for alterations and additions to farm cottage, and for additions and alterations to administration building.

From the Wrentham State School, plans for an addition to cold-storage building, for a proposed employees' dining-room, and for a proposed employees' cottage.

From the Westborough State Hospital, plans for a dining-room and kitchen building.

From the Belchertown State School, plans for an employees' building, and for a proposed coal trestle and pocket.

From the Trustees of the Massachusetts Training Schools, plans for an infirmary building at the Industrial School for Boys at Shirley; and plans for a storehouse, kitchen and laundry building at the Lyman School for Boys at Westborough.

From the Department of Public Welfare, plans for general hospital extension at the State Infirmary.

From the Metropolitan District Commission, Metropolitan Parks Division, plans for a proposed sanitary building, Magazine Beach Playground, Cambridge.

From the Industrial School for Girls at Lancaster, plans for heating system for cottages.

DISPOSAL BY THE COMMONWEALTH OF DUPLICATE AND WORTHLESS BOOKS AND DOCUMENTS.

Chapter 174 of the Acts of 1919 created a Board for the above purpose, composed of the Supervisor of Administration, the Superintendent of Buildings, and an assistant Attorney-General designated by the Attorney-General. The operation of this act has resulted in some economy of storage space and files, some revenue to the State, and in the long run will result

in a saving of material used, both printed and unprinted, by co-ordination and control through this office.

During the past year the Board has met several times and has made some sales. As a result of these sales a total of \$242.91 has been turned into the treasury.

PERSONAL SERVICE.

The salary increases, totaling somewhat more than \$186,000 and affecting 1,894 employees, were approved by this office. Under this procedure a great majority of appropriations for personal service should return unexpended balances to the State treasury.

EXAMINATION OF DEPARTMENT PUBLICATIONS.

During the fiscal year which ended Nov. 30, 1921, the copy for 488 reports, bulletins, pamphlets, etc., has been submitted to this office for approval before publication. Of these, 482 were approved, some in the form as submitted and some with eliminations and changes to prevent duplication, or to save expense where publication of certain material did not appear to be necessary or advisable. Six of these publications were not approved. The attitude of the Supervisor on the subject of publications has become so generally known by the various departments of the Commonwealth that in most cases the copy for reports and bulletins has been boiled down before being submitted. In cases where this has not been done, this Department has not hesitated to suggest the elimination of copy where it was deemed superfluous.

This year there has been a substantial reduction in the number of annual reports. Through records of the number of copies printed during the previous year, and a checking-up of the number of volumes left over, it has been possible to get a very fair idea of what the demand is for each public document, and further savings have been made in the number published. In 1916 the public document series numbered 188,324 volumes. In 1920 the public document series, as approved by this office, numbered 123,550. The cost of the publication of the public document series, exclusive of paper for the fiscal year 1915,

was \$107,164.31. The cost of the public document series, exclusive of paper for the fiscal year 1921, was \$76,950.03.

MOTOR VEHICLES.

There was no change during the year 1921 in the order of the Executive Council, adopted July 11, 1917, regulating the transactions in motor vehicles by State authorities. This office, in accordance with the order, received applications for motor-vehicle purchases and exchanges, and reported to the Executive Council in each case. The total number of applications was 182, of which 174 were approved as follows: 53 new cars or trucks and 58 exchanges; 3 new tractors, 4 exchanges of tractors and 56 new motor cycles. In addition to the above, 4 sales were approved and 17 transfers for old ambulances were authorized; 8 requests were not approved.

Following is a list of the motor-driven vehicles in the possession of the various departments of the Commonwealth as of Nov. 30, 1921:—

DEPARTMENT.	Auto.	Truck.	Tractor.	Motor Cycle.	Special.	Total.
Agriculture	1	—	—	—	1	2
Conservation:						
Division of Forestry	20	4	1	—	—	25
Division of Fisheries and Game .	6	4	—	—	—	10
Correction:						
Prison Camp and Hospital . .	1	2	—	—	1	4
Massachusetts Reformatory . .	1	1	1	—	—	3
State Farm	1	3	2	—	2	8
State Prison	—	3	—	—	—	3
Education:						
Massachusetts Agricultural College .	1	2	—	—	—	3
Framingham Normal School . .	—	1	—	—	—	1
Labor and Industries	1	—	—	—	—	1
Division of Standards	5	—	—	—	—	5
Mental Diseases:						
Boston State Hospital	4	2	1	—	1	8
Danvers State Hospital	5	3	1	—	—	9
Feeble-Minded, Waverley . . .	4	2	1	—	—	7
Templeton Colony	1	—	1	—	—	2

DEPARTMENT.	Auto.	Truck.	Tractor.	Motor Cycle.	Special.	Total.
Mental Diseases — <i>Con.</i>						
Foxborough State Hospital . . .	2	2	1	—	—	5
Gardner State Colony . . .	2	2	1	—	—	5
Grafton State Hospital . . .	3	2	1	—	1	7
Medfield State Hospital . . .	4	1	1	—	—	6
Monson State Hospital . . .	4	2	1	—	—	7
Northampton State Hospital . .	3	1	1	—	—	5
Taunton State Hospital . . .	3	1	1	—	—	5
Westborough State Hospital . .	3	2	2	1	—	8
Worcester State Hospital . . .	4	2	1	—	—	7
Wrentham State School . . .	5	1	2	—	—	8
Metropolitan District Commission:						
Division of Parks	17	17	1	39	3	77
Water Works Division	7	16	—	—	1	24
Sewerage Division	3	1	—	—	—	4
Adjutant-General	2	—	—	—	—	2
Chief Quartermaster	2	7	—	—	—	9
Chief Surgeon	1	—	—	—	3	4
Public Health:						
Lakeville State Sanatorium . .	1	2	1	—	—	4
North Reading State Sanatorium .	1	2	—	—	—	3
Rutland State Sanatorium . . .	1	2	1	—	—	4
Westfield State Sanatorium . . .	1	2	1	—	—	4
Public Safety	3	—	—	50	13	66
Public Utilities	1	—	—	—	—	1
Public Welfare:						
Massachusetts Hospital School .	2	1	—	—	—	3
Industrial School for Girls . . .	—	2	1	—	—	3
Industrial School for Boys . . .	—	1	—	—	1	2
Lyman School for Boys	—	2	1	—	—	3
State Infirmary	3	7	—	—	1	11
Public Works	96	206	3	—	—	305

Supervisor of Administration.

PRINCIPAL FUNCTIONS.	Citations.
To prepare annual budget for Governor	G. L. Chap. 29, Sect. 6.
To inquire into business affairs of Commonwealth and consider possibility of promoting economy and efficiency therein.	G. L. Chap. 7, Sect. 8.
To make special reports, on request, on estimates of departments	G. L. Chap. 7, Sect. 11.
To make special investigations, on request, affecting management or finances of any department, etc.	G. L. Chap. 7, Sects. 12 and 14.
To make special examinations of management of finances or any department, etc., on his own initiative.	G. L. Chap. 7, Sect. 13.
To approve State publications	G. L. Chap. 7, Sect. 9.
To designate number of copies of each annual report	G. L. Chap. 5, Sect. 6.
To determine whether report is case-book or technical report .	G. L. Chap. 5, Sect. 8.
To prepare list of State employees, with their salaries, and publish same biennially.	G. L. Chap. 7, Sect. 10.
To classify certain appointive officers and positions in the government of the Commonwealth and to pass on increase of salaries.	G. L. Chap. 30, Sects. 45 to 50.
To regulate marking of Commonwealth motor vehicles	G. L. Chap. 30, Sect. 36.
To approve certain measures relative to records of Commonwealth	G. L. Chap. 66, Sect. 1.
To make recommendations to the Executive Council concerning the proposed purchase of automobiles by various departments of the Commonwealth.	Council order, July 11, 1917.
To pass on the practical utility of special reports submitted by State officers, departments or heads thereof.	G. L. Chap. 30, Sect. 35.
To investigate the method of purchasing and handling of stores, supplies, etc., used by State departments, offices and commissions, and to make orders, rules and regulations, with approval of Governor and Council, governing same.	G. L. Chap. 7, Sects. 6 and 7.
As a member of Board consisting of Supervisor, Superintendent of Buildings and an assistant Attorney-General, to dispose of duplicate and worthless books and documents.	G. L. Chap. 30, Sect. 42.

The Commonwealth of Massachusetts

ANNUAL REPORT

OF THE

SUPERVISOR OF ADMINISTRATION

FOR THE

YEAR ENDING NOVEMBER 30, 1922



BOSTON

WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET

PUBLICATION OF THIS DOCUMENT
APPROVED BY THE
COMMISSION ON ADMINISTRATION AND FINANCE.

The Commonwealth of Massachusetts.

STATE HOUSE, Dec. 1, 1922.

To the Honorable Senate and the House of Representatives.

In compliance with statutory requirements, I submit herewith the seventh annual report for the Department of the Supervisor of Administration for the financial year 1922, being the sixth full year of its operation.

Respectfully submitted,

THOMAS W. WHITE,
Supervisor of Administration.

The Commonwealth of Massachusetts.

ANNUAL REPORT OF THE SUPERVISOR OF ADMINISTRATION.

FINANCIAL SUMMARY.

A statement of appropriations granted by the Legislature for the Department of the Supervisor of Administration for the fiscal year of 1922, expenditures therefrom, and balances which were returned to the treasury of the Commonwealth follows:—

Personal Services.

Appropriation	\$31,500 00
Expenditures for salaries and personal services	24,797 07
	<hr/>
Balance	\$6,702 93

Other Expenses.

Appropriation	\$2,370 00
Balance available brought forward from 1921 appropriation	19 13
	<hr/>
	\$2,389 13

Expenditures:

Supplies	\$328 23
Equipment	189 00
Furniture	73 08
Travel	208 98
Other services and expenses	740 58
	<hr/>
	1,539 87

Balance	\$849 26
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Total balance returned to the treasury	\$7,552 19
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In accordance with the provisions of chapter 545 of the Acts of 1922, the office of the Supervisor of Administration was abolished, to be succeeded by the Commission on Administra-

tion and Finance. This new commission, in addition to inheriting all the powers of the Supervisor's office, was granted new authority through the creation of a Comptroller's Bureau and a Purchasing Bureau. In view of the fact that this new commission will come into being at or near the close of the fiscal year 1922, I am making no specific recommendations along the lines of administrative policy or of necessary legislation in this report.

WORK PERFORMED.

The work performed during the past year, in addition to the regular routine of the Department and the specific problems referred to it for study and report, included many conferences with the departmental officials and employees, as well as with committees of the Governor's Council and of the General Court.

Many reports were submitted to the Governor and the Executive Council. These were relative to outside travel, salary increases, appointments, retirement of State and county employees and special investigations.

LEGISLATIVE ENACTMENTS OF 1922 AFFECTING THIS DEPARTMENT.

The most important legislation affecting this Department was chapter 545 of the Acts of 1922, which abolished the Department.

Chapter 48 of the Resolves of 1922 made the Supervisor of Administration a member of the committee to award a contract of the printing of the State for a term of two or five years. This contract was awarded for a term of two years from July 1, 1922, to the George H. Ellis Company and was later assigned by them to the Wright & Potter Printing Company.

BUDGET.

Estimates for the fiscal year of 1922 were collected and submitted to the Governor for use in preparing his annual budget, and at the present time estimates for the coming year have been received from various departments, commissions, etc., and are being studied and put in proper form for submission to His Excellency.

PLANS FOR BUILDING OPERATIONS.

Boards, departments or commissions having in charge building operations are required to file copies of preliminary studies and reliable estimates of cost with the Supervisor of Administration on or before the fifteenth day of October of the year preceding reference to the General Court, with request for appropriation.

Accordingly the following plans and estimates have been submitted to the Supervisor: —

From the —

Fitchburg Normal School, land.

Framingham Normal School, land.

North Adams Normal School, land.

Salem Normal School, new boilers, addition to coal pocket.

Lowell Textile School, dormitory.

Belchertown School for Feeble-minded, carpenter shop, school building and administration building.

Boston State Hospital, cottage for farm employees, land and buildings, superintendent's house.

Danvers State Hospital, storage house for fruits and vegetables.

Foxborough State Hospital, medical and surgical building, addition and alterations to Ward 12.

Gardner State Colony, alterations in infirmary building, building for semi-disturbed patients, garage, and alterations and additions to domestic building.

Grafton State Hospital, chapel and assembly building, kitchen addition to service building.

Medfield State Hospital, piggery, and purchase of land.

Monson State Hospital, additions and alterations to administration building.

Northampton State Hospital, two ward buildings for disturbed patients.

Westborough State Hospital, laundry building.

Worcester State Hospital, coal storage building and equipment.

Lakeville State Sanatorium, building for employees.

North Reading State Sanatorium, superintendent's house.

Westfield State Sanatorium, dairy barn, superintendent's house.

Industrial School for Boys, horse barn.

Lyman School for Boys, chapel and assembly building, with furnishings and equipment, rearranging partitions in schoolroom to provide more schoolrooms.

Reformatory for Women, sprinkler system and piping apparatus.

Soldiers' Home, new home (dormitories for disabled soldiers).

DISPOSAL BY THE COMMONWEALTH OF DUPLICATE AND WORTHLESS BOOKS AND DOCUMENTS.

Chapter 174 of the Acts of 1919 created a Board for the above purpose, composed of the Supervisor of Administration, the Superintendent of Buildings, and an assistant Attorney-General designated by the Attorney-General. As a result of this legislation there has resulted some economy of storage space and files, as well as some revenue to the State. In the long run this will doubtless result in a saving of material used, by co-ordination and control through the new commission.

During the past year this Board has met several times and made some sales. As a result of these sales \$660.91 has been turned into the treasury.

PERSONAL SERVICE.

The salary increases, totaling \$222,241.47 on an annual basis for 2,288 employees, were approved by this office. As a result of requests which were referred to the Executive Council for action, increases, totaling \$25,364 and affecting 98 employees, were also approved.

MOTOR VEHICLES.

There was no change during the year 1922 in the order of the Executive Council, adopted July 11, 1917, regulating purchases and exchanges of motor vehicles by State authorities. This office, in accordance with the order, received applications for motor vehicle purchases and exchanges, and reported to the Executive Council in each case. The total number of approvals was 174, and of this total 49 were purchased as follows: 17 touring cars or runabouts, of which 9 were Fords, 10 trucks, 2 tractors, 20 motor cycles. There were 125 exchanges, as follows: 81 runabouts and touring cars, of which 65 were Fords, 19 trucks, 1 tractor and 24 motor cycles. In addition to the above, the sale of an old dismantled truck was approved and the purchase of one motor lawn mower.

EXAMINATION OF DEPARTMENTAL PUBLICATIONS.

During the fiscal year which ended Nov. 30, 1922, the publication of 478 reports, bulletins, pamphlets, etc., was approved by this office. These publications were made up as follows: annual reports, 92; special reports, bulletins and leaflets, 248; pamphlets of laws and regulations, 81; rosters or lists, 24; miscellaneous publications, 33. Many of these were approved in the form as submitted and many of them were subject to eliminations and changes, either to prevent duplication or to save expense, where the publication of certain material did not appear to be necessary or advisable. In most cases the departments concerned were ready and willing to co-operate with the Supervisor in this saving.

This year again there has been a reduction in the number of copies of annual reports printed. For the first time the distribution of most of the annual reports was made from the Document Room of the office of the Secretary of State. Mailing lists for the various departments were submitted to this Document Room, so that practically all the mailing could be done from one place. By this plan it has proved much easier for the Supervisor to check up at the end of the year the number of copies left on hand and avoid the chance of wastage in this form.

CONCLUSION.

With this report the record of the office of Supervisor of Administration as such comes to an end after six years and three months of existence from Aug. 7, 1916, when it succeeded the old Commission on Economy and Efficiency, until Nov. 30, 1922.

These years have seen some important changes in State organization and control, as well as in methods and policies governing administration of State activities. The adoption of the State budget, the standardization of personal service of the Commonwealth and control of increases and promotion, the enactment of measures permitting the elimination of unnecessary or surplus publications, the establishment of approval by the Executive Council of automobile purchases and ex-

changes, the consolidation of State departments in accordance with the constitutional amendment, were all matters in which this office played a part. Some of these measures were planned and developed by the Department itself. In the case of others, the Department was either authorized to investigate or report, or was called into frequent consultation with officials and committees concerned.

I think that the years just passed have marked some progress in State administration, and it has always been my belief that the most progress along the lines of control and investigation could be made by a small, well-trained force that advances quietly and steadily towards its goal without any blare of trumpets, but with a sincere purpose of acquainting itself through experience with departmental problems and of meeting them with a true spirit of helpfulness and co-operation.

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